Central Chapel Hill

CHAPEL HILL CENTRAL BUSINESS DISTRICT STUDY COMMITTEE

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June 1, 1973

Central Business District Study Committee
Municipal Building
Chapel Hill, North Carolina 27514

Ladies and Gentlemen:

I am pleased to submit to you this report which summarizes the findings, conclusions and recommendations of our study of the Central Business District of Chapel Hill. My collegues - Hammer, Greene, Siler and Associates, Washington, D.C., and Bair, Abernathy and Associates, Auburndale, Florida - and I have enjoyed the opportunity to work with you and the numerous other citizens and officials of Chapel Hill who have contributed freely of their time and information.

There is no doubt that Central Chapel Hill is entering a time of profound change, which will test the willingness and ability of the various interests having a stake in the future of Chapel Hill to work together to mitigate the negative aspects of this change and capitalize on the positive aspects.

We are heartened by the cooperative spirit displayed throughout the study. If this attitude is intensified and expanded during the critical next phase of the effort, that of debate about and implementation of the recommendations of this report, the future of Central Chapel Hill as a unique, congenial area for commerce, social life and culture would seem to be assured.

Sincerely,

Robert M. Leary
President

CENTRAL CHAPEL HILL

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INTRODUCTION

The Chapel Hill Central Business District Study Committee, at the time that it recommended undertaking the study which is the subject of this report, approved the following statement of the goal of the study:

> *"The goal of the Chapel Hill Central Business District Study is to recommend to the officials and citizens of Chapel Hill policies, plans, programs and projects which will promote the enhancement of Central Chapel Hill as a unique, congenial, stimulating and convenient centrum for the exchange of ideas, goods and services."*

In keeping with this goal, the Committee proceeded to approve a series of policies which would be used by all working on the study as guides in the preparation of the plans, programs and projects which would flow from the analysis to be conducted as part of the study. The approved policies were:

SCALE:
The Central Business District must develop as a compact pedestrian-oriented district.

ACCESS:
Convenient vehicular access to and from the periphery of the Central Business District must be available from all segments of its service area.

CIRCULATION:
Walking shall be the primary means of circulation within the Central Business District. The transition to and from the vehicle shall occur mainly at the edges of the pedestrian precinct.

ECONOMY:
Central Chapel Hill must develop as a specialized mix of economic and social functions designed to reinforce its unique character.

QUALITY:
Central Chapel Hill shall be developed according to a standard of quality which reflects the special national, state and regional functions and reputation of the town.

There was and is a recognition by many Chapel Hillians that potentially fundamental changes could be in prospect for Central Chapel Hill as a result of the construction of new or expanded shopping centers within the market area served by the commercial and service establishments in downtown Chapel Hill.

Additionally, there was the commonly expressed desire to re-examine the strategy of the Chapel Hill Thoroughfare Plan and to develop a program to cope with the need for a more effective program of pedestrian circulation and vehicle parking.

Another critical concern was that of providing an effective set of land use regulations which could reflect adequately the community determination to maintain the scale and quality of the development which has characterized Central Chapel Hill for visitors and residents alike.

The overriding determination of the Central Business District Committee and its firm direction to its consultants was the requirement that the plans and projects which flowed from the analysis must be incorporated into a program of implementation which would be capable of achievement. It was clear, from the onset of the study effort, that the Committee did not and does not now see its responsibilities discharged with the production of this report. It envisions its role as extending into implementation, working with the officials and citizens of Chapel Hill on concrete steps to emphasize the strengths of Central Chapel Hill and minimize its weaknesses.

For ease of presentation and understanding, the report is divided into a series of functional areas, dealing with such topics as economics. traffic, parking, etc. These chapters, along with appendices where appropriate, are designed to disclose the findings, conclusions and recommendations for that subject.

This organization, while simplifying the problems of presentation, does not do justice to the great amount of interchange which took place among those dealing with these various topics and the effect that the results of efforts in one field had upon the subsequent work in others. The final study results are a composite of the work of many specialists who worked as a team to present a unified final product for the consideration of the Chapel Hill Community. This team had the benefit, throughout the study, of the cooperation, constructive criticism and support of the members of the Central Business District Committee and many other Chapel Hillians.

ECONOMIC ANALYSIS

INTRODUCTION

The area where there was the least amount of factual information upon which to base judgements about Central Chapel Hill was in the field of economics. Data about market area activities, expenditure patterns, sales trends, the effects of new competition, etc. were all subjects which had never been adequately explored.

To overcome this deficiency, a series of surveys was undertaken. These will be described in the first section of this chapter. Following that will be a discussion of the results of an analysis of future market potentials, with particular emphasis on downtown Chapel Hill's potential share of the future market for commercial, office and service space, as well as housing.

SPACE USE SURVEY

In January 1973 a detailed survey of all commercial building space in downtown Chapel Hill was conducted. Every use and the amount of space occupied by it were tabulated by parcel and block. The survey covered all blocks fronting on East and West Franklin Street and Rosemary Street between Hillsboro Street on the east and Merritt Mill Road on the west. Churches, schools and residential uses were not covered by the survey.

The surveyed area included *816,030 square feet of commercial space of which almost 56,000 square feet were vacant.* Virtually all of the vacant space was office space, with nearly 60% of this unoccupied space in the NCNB and University Square projects. The remaining vacant space was mainly second story walk-up space. The total space covered in the survey was distributed as shown in Table 1 below.

Table 1: SPACE USE IN DOWNTOWN CHAPEL HILL

	Square Feet
Retail	387,900
Office	265,790
Personal Services	62,730
Industrial*	43,660
Vacant Space	55,950
Total	816,030

*Includes Utilities

Source: Field Survey, January 1973, Town of Chapel Hill.

Retail Space

The retail function in downtown Chapel Hill is the largest single activity, although it comprises less than half of the total downtown space. In retail analysis, it is useful to discuss various types of merchandise separately. Shoppers goods includes the "big-ticket" items and those for which the customer will do some comparison shopping. This category includes general merchandise, clothing, furniture and all the miscellaneous little shops and boutiques which are such a large part of the Chapel Hill retail structure. The second major category is convenience goods, which includes those day to day necessities which are typically available in grocery stores, restaurants and drug stores. The expenditure per trip for this category of goods is usually less, but trips are more frequent than for shoppers goods purchases; convenience is therefore a key factor in patronage. The third major group of retail activity is automotive sales, including new and used car dealers and gas stations. See Table 2.

Shoppers Goods. *Shoppers goods stores account for 185,300 square feet of retail space,* which is somewhat less than the space in the new University Mall Shopping Center. The largest store is Belk-Leggett-Horton on West Franklin Street; overall there are 90 establishments, so the average size is just over 2,000 square feet.

Convenience Goods. *Convenience goods stores account for 153,900 square feet in 54 establishments,* with eating and drinking establishments the largest component of this category. There are 37 restaurants, bars, and carry-outs within the survey area.

Automotive. There are two automobile dealers and nine service stations.

Table 2: RETAIL SPACE IN DOWNTOWN CHAPEL HILL

	Square Feet	Number of Establishments
Shoppers Goods		
General Merchandise	30,600	2
Apparel	46,200	31
Furniture	22,500	5
Jewelry	7,800	6
Other Shoppers Goods	78,200	46
Total Shoppers Goods	185,300	90
Convenience Goods		
Food	38,700	11
Drug	11,200	6
Eating and Drinking	104,000	37
Total Convenience Goods	153,900	54
Automotive		
Dealers	23,600	2
Service	25,100	9
Total Automotive	48,700	11
TOTAL RETAIL	387,900	155

Source: Field Survey, January 1973
Town of Chapel Hill

Personal Services

Closely related to convenience goods activity are the various personal services that also require fairly frequent trips, but relatively small expenditures. Table 3 shows the distribution of personal service space in downtown Chapel Hill. Barber shops, beauty shops and laundries are the largest component of this category in terms of both square footage and number of establishments. Repair shops include shoe repair and tailors; such establishments generally occupy a small amount of space, but are important to the overall service complement that the downtown offers. There are two theaters and six other establishments in "recreation and amusement" category. This latter group includes art galleries and pool halls, among others.

Table 3: PERSONAL SERVICE SPACE

	Square Feet	Number of Establishments
Barber/Beauty/Laundries	32,620	20
Repair Shops	6,400	3
Theaters	15,800	2
Recreation and Amusement	7,910	6
Total	62,720	31

Source: Field Survey, January 1973
Town of Chapel Hill

Office Space

Office space is the second largest general category in downtown Chapel Hill with 265,790 square feet or 33% of all space in the survey area. About 18% of this office space, 48,800 square feet, is occupied by various government agencies, including the University and related research operations and various federal and local government agencies. The distribution of office space is shown in Table 4.

Table 4: OFFICE SPACE

	Square Feet	
Private		
Banks and Loan Companies	47,360	
Insurance	73,710	
Real Estate	20,570	
Doctors	11,720	
Lawyers	15,330	
Business Services	15,820	
Other Office Space	32,480	
Total Private		216,990
Public		
Government	25,010	
UNC	23,790	
Total Public		48,800
TOTAL OFFICE		265,790

Source: Field Survey, January 1973
Town of Chapel Hill

The largest users of office space are the banks and other financial institutions and insurance agencies which together account for about 56% of all private office space in the downtown. The "other"category includes architects, planners and other professional activities; taken together, this is the third largest group of office tenants. Physicians, dentists and lawyers occupy comparatively smaller amounts of space.

Most of the vacant space in downtown Chapel Hill is either in new office buildings or second story space which is more suitable for office activity than any other use. If all of this is considered to be office space, the vacancy rate is 17.4%. Much of walk-up space is of marginal appeal because of obsolescence or inadequate location. It thus cannot be considered prime space. Therefore, the effective vacancy rate in first class office space is significantly higher than the overall rate of 17.4%.

Other Uses

There are 43,660 square feet of other uses in the central area which have been categorized as "industrial". In fact, most of these are utilities offices, printing and duplicating shops and other uses which are appropriate central area functions.

SHOPPERS SURVEY

In order to determine shopping patterns of area residents and the general level of support given downtown Chapel Hill stores from various sectors of the community, a survey of shoppers was administered during typical weekday and Saturday shopping periods. The interviews were conducted at ten locations on East and West Franklin Street which were picked to sample a varitey of store types.

A total of 464 interviews were conducted; of this number, 109 or 23% were UNC students who lived on-campus. An additional 166 or 36% were also connected with the University as students, faculty or staff. Only 22% were local residents who were not connected with the University, while 19% came from outsid[e] of the immediate Chapel Hill/Carrboro area, with the largest number of these coming from Durham County. Table 5 shows the makeup of the total group of respondents.

Table 5: RESPONDENTS TO SHOPPER SURVEY

	Number	Percent
UNC Students Living On-Campus	109	23
Other UNC Students and Staff	166	36
Other Chapel Hill/Carrboro Residents	100	22
All Others*	87	19
	464	100

*Orange County 33; Durham County 44; Chatham County 18; all other 22.

Source: Shopper Survey, February 1973
Robert M. Leary and Associates

The respondents were grouped into two categories for purposes of analysis - those related to the University and those not related to the University.

Reason for Being Downtown

More people were in the downtown area in order to shop than for any other reason, but less than 40% of the persons interviewed were in the area primarily for shopping. A greater percentage of people not related to the University than those having a tie to the University were in the area primarily to shop. The major point here is that the total makeup of activity in the downtown area is only partially dependent on the shopping function. *People just walking through and around the downtown area, those visiting the banks, post office and other personal business and those who work in the area are equally important components of the image and role of downtown Chapel Hill.*

Table 6 shows the distribution of respondents by the principal reason for being in the downtown at the time of the interview.

Table 6: REASON FOR BEING DOWNTOWN

	UNC-Related	Others	Total
Shop	36.2%	42.9%	38.9%
Eat	22.0	6.2	15.6
Work	2.3	17.6	8.5
'Walking Around'	12.3	9.5	11.2
Personal Business	14.9	9.5	12.7
Other	12.3	14.3	13.1
	100.0%	100.0%	100.0%

Source: Shoppers Survey, February 1973
Robert M. Leary and Associates

Competitive Shopping Patterns

One of the questions asked of respondents was "Where do you most frequently go for_____?" The question was repeated for food, entertainment, clothing, books and records, furniture, groceries and banking. For analysis purposes, the food and groceries were deemed representative of the pattern of convenience goods expenditures, and clothing, books, records and furniture were considered representative of shoppers goods expenditure patterns. The locations noted included nearby cities and specific shopping areas within Chapel Hill. As presented in Table 7, responses have been categorized into three groups: downtown Chapel Hill, all other Chapel Hill/Carrboro stores and all other shopping areas. The "all other" group divided about 25% to Raleigh, 50% to Durham, and 25% to all other areas.

The survey indicates that almost 40% of the people interviewed in downtown Chapel Hill "most frequently" make shoppers goods type purchases outside the Chapel Hill area. Students and faculty were no more "loyal" to downtown shoppers goods facilities than other residents of the area, with almost exactly one-half of both groups most frequently shopping in downtown Chapel Hill. Convenience goods purchases were more frequently made in other shopping areas in Chapel Hill, a reflection of the heavy convenience goods orientation of most neighborhood shopping centers. *Banking evidenced the greatest degree of downtown loyalty, but among those not related to the University 47% still did their banking outside of downtown Chapel Hill.*

Table 7: USUAL PLACE OF PURCHASE FOR VARIOUS GOODS AND SERVICES

	Convenience Goods	Shoppers Goods	Entertainment	Banking
UNC-Related				
Downtown Chapel Hill	45.0%	50.5%	52.1%	75.9%
Other Chapel Hill	48.2	12.9	32.9	8.3
All other	6.8	36.6	15.0	15.8
Total	100.0%	100.0%	100.0%	100.0%
Others				
Downtown Chapel Hill	38.3%	50.6%	39.4%	53.1%
Other Chapel Hill	39.7	6.4	24.8	19.4
All other	22.0	43.0	35.8	27.5
Total	100.0%	100.0%	100.0%	100.0%
Total				
Downtown Chapel Hill	42.1%	50.5%	47.1%	65.8%
Other Chapel Hill	44.6	10.2	29.7	13.8
All other	13.3	39.3	23.2	20.4
Total	100.0%	100.0%	100.0%	100.0%

Source: Shopper Survey, February 1973
Robert M. Leary and Associates

STUDENT EXPENDITURE SURVEY

A questionnaire asking about student characteristics, spending habits and attitudes about downtown was submitted randomly to 2,500 students as they registered for the Spring semester. A total of 1,007 questionnaires were returned. The initial sorting of the questionnaires resulted in the identification of three separate groups whose expenditure patterns could be expected to differ, and all tabulations of the data were carried out for each of these three groups:

Married Students: A total of 141 responses were received from married students. The University reports there are 3,107 married students currently enrolled. Therefore a sample of about 5% of all married student households was achieved. This would be a higher number if the students who are married to other students could be identified.

Single Students Living Off-Campus: According to the University, there were 7,526 unmarried students living off-campus at the time of the survey. Most of these live in "household" situations with other students, their families or in a rented room. About 1,400, however, live in the Granville Towers dormitories. A total of 249 responses were received from single students living off-campus for a sample of about 3.3%.

Students On-Campus: Students living on-campus (including all fraternities and sororities) totalled 7,131 from whom 617 responses were received - a return of 8.7%

The return on any mail-back questionnaire survey is to some extent a "self-selected" sample and it would appear that there is an overrepresentation of on-campus students. Nevertheless, it is not the intent of the survey to be a definitive statistical calculation of student expenditures, but rather a guide towards estimating the spending pattern of students and their contribution to downtown Chapel Hill. The reliability of the students' answers was tested against the findings of other surveys, interviews with merchants in the downtown and official sources such as the U.S. Census of Business and State sales tax data. The raw expenditure data presented here appears to be reasonable.

Characteristics of Respondent Population

Different expenditure patterns among the three major groups identified can stem from sources other than marital status and place of residence. For example, *the median age of married students was over 24, the median age of singles living off-campus was 21, and the median age of singles living on-campus was 19.*

Ownership of a car obviously influences the pattern of expenditure, if not the total amount. *Overall, 53% of the respondents owned a car, but 90% of all the marrieds had cars while only 32% of those living on-campus claimed to own a car.*

The question on total size of the household revealed that *96% of the married students had no children. Of the single students living off-campus, 33 (13%) lived alone and 85 (34%) had one roomate.* There is a tendency, then, for students living off-campus to double up to share expenses.

Student Expenditure Patterns

The expenditures claimed by students in each group have been tabulated and adjusted to reflect the total expenditures expected per year from each student. Table 8 shows the expenditure per student for the various categories of goods and services in the questionnaire.

Some types of expenditures, such as gasoline and other automobile-related, were not covered in the survey. The items covered, however, represent a fairly complete picture of shoppers goods and convenience goods expenditures made by students. Examination of Table 9 indicates several areas of differences and similarities among the three student groups which support the reasonableness of the response to the survey. For example, school supplies are about equal among the groups; hardware and furniture follow a pattern consistent with the living accomodations of the three groups. Increased expenditures for apparel and groceries suggest that married students are supporting more than just themselves; and the amount spent for meals on-campus follows a logical pattern.

Table 8: ANNUAL EXPENDITURES PER STUDENT

	Married	Singles Off-Campus	Singles On-Campus
Shoppers Goods:			
Apparel	$ 223.20	$ 80.80	$ 7.60
Jewelry	37.10	23.40	17.30
Sporting Goods	23.60	19.80	14.90
T.V./Appliances	72.20	42.60	29.70
Furniture	129.70	41.50	21.20
Records/Tapes	28.10	45.30	35.60
Reading Material	57.10	49.10	36.10
School Supplies	56.50	56.30	57.80
Hardware	50.00	26.60	6.50
Subtotal	$ 677.50	$ 385.40	$ 298.70
Textbooks	190.00	137.70	157.30
Total	$ 867.50	$ 523.10	$ 456.00
Convenience Goods:			
Tobacco	$ 21.50	$ 20.20	$ 13.00
Drug Store Items	75.70	81.20	78.00
Groceries	809.20	449.20	207.60
Eating & Drinking Off-Campus	245.20	431.60	316.00
Eating On-Campus	120.00	162.80	311.60
Total	$1,271.60	$1,145.00	$ 926.20
Others:			
Personal Services	$ 102.40	$ 78.20	$ 52.90
Recreation	106.50	163.80	170.00
TOTAL EXPENDITURES:	$2,348.00	$1,910.10	$1,598.10

Source: Student Survey, February 1973
Town of Chapel Hill and Robert M. Leary & Associates

Table 9: DISTRIBUTION OF SHOPPERS GOODS EXPENDITURES OF STUDENTS*

	Married	Singles Off-Campus	Singles On-Campus
On Campus	2%	10%	19%
Downtown Chapel Hill	29	44	53
Other Chapel Hill Stores	37	26	15
Other Research Triangle	32	20	13
	100%	100%	100%

*Note: Excluding Textbooks

Source: Student Survey, February 1973
Town of Chapel Hill and
Robert M. Leary and Associates

Location of Expenditures

Students were asked for the distribution of aggregate shoppers goods expenditures by general location. Because of the high proportion of the total spent on textbooks and the high percent of this expenditure which takes place on-campus, textbooks have been excluded from the calculation of where students tend to make their shoppers goods expenditures. There is a direct correlation between proximity and where expenditures take place. On-campus students spend a greater amount than the other two groups on the campus and in downtown Chapel Hill. Married students, virtually all of whom have cars, patronize to a greater extent the other shopping centers in Chapel Hill and the other cities of the Research Triangle. The students were asked how much they spent in the Research Triangle area while in school at UNC. Therefore, the amount of money spent in their own home towns is not included in this tabulation unless, of course, the student's own home town was in the Research Triangle area.

Thus it can be calculated that the students spend a total of about $3,000,000 per year in shopper goods stores in downtown Chapel Hill, about 42% of their total shopper goods expenditures of $7,100,00.

Table 10 summarizes the basic characteristics of the respondent group.

Table 10: CHARACTERISTICS OF RESPONDENTS

	Married	Singles Off-Campus	Singles On-Campus
Sex			
Male	83	143	374
Female	58	105	238
	141	248	612
Age			
18	1	2	158
19	2	15	161
20	15	51	146
21	22	35	97
22	9	22	31
23	11	22	7
24	80	52	17
	140	249	617
Persons in Household			
1	0	33	44
2	97	85	454
3	31	70	53
4	10	36	13
5 and over	3	25	53
	141	249	617
Own a Car?			
Yes	138	193	198
No	3	52	419
	141	245	617
Class			
Freshman or Sophomore	5	24	349
Junior or Senior	70	168	229
Graduate or Professional School	64	56	37
	139	248	615

*Note: Some "no response" results in differing totals
Source: Student Survey, February 1973
Town of Chapel Hill and Robert M. Leary & Assoc.

STUDENT ATTITUDES TOWARD DOWNTOWN CHAPEL HILL

These comments were derived from the open-ended questions on the student expenditure survey which asked the students what they liked and disliked about downtown Chapel Hill.

There was widespread praise for the charm of downtown Chapel Hill which stems from the informal village atmosphere created by quaint specialty stores and old-fashioned Nineteenth Century architecture. The downtown is important in the activity pattern of the students, with 65% of them patronizing downtown more than twice a week. The general impression of downtown is an area which serves as much more than a "shopping center";

> *Downtown is the place where about 40% of the on-campus students take their meals - most of them eat either lunch or dinner in Central Chapel Hill and some take both meals there regularly.*
>
> *Downtown serves the daily shopping necessities such as food, groceries and drugstore items.*
>
> *Downtown is also used for banking, postal and other services.*
>
> *Downtown serves as the social arena where people meet friends and other people for relaxation and for entertainment needs.*

The biggest gripe of the students is the high prices of food and clothing. They feel that the merchants are taking advantage of their limited funds and no-car situation. Many explicitly declared the downtown to be a "rip-off". The small specialty shops and boutiques that now form a major part of retail business in downtown do not seem to be widely appreciated by the student

population, because they seem to be, in their own works, "rather expensive and offer little selection."

The resulting trend seems to be to get food, groceries and other necessities like drug-store items in the downtown and to buy clothing and major purchases elsewhere - in Durham, Raleigh or their own home towns.

The primary attraction of downtown to students is food- particularly for the on-campus students who don't like the Campus restaurants. Eating downtown provides a better alternative. However, many students said that the present restaurants which offer simple menus of pizza, sandwiches, salads, etc, do not satisfy the needs of the students who prefer "good home cooked meals at reasonable prices."

The students, not surprisingly, would like free parking and they also seem sensitive to the heavy car and truck traffic on Franklin Street. It seems that some off-campus students park in the downtown to go to classes.

There were many complaints about the proliferation of banks and gas stations. The new NCNB building particularly evoked unfavorable comments from some students because of its large scale and a design which is not in conformity with present downtown architecture.

Several suggestions were made to alleviate the downtown s problems. It should be noted that these are suggestions of the students, not necessarily the recommendations of the consultant team.

1. Chapel Hill's unique village atmosphere should be preserved at all costs. As one suggestion, Franklin Sreet from Columbia to Henderson should be turned into a closed mall for pedestrians and shoppers:
   - Thus to close the area to car traffic especially to trucks.
   - To widen Franklin Sreet.
   - To bring back flower ladies and permit street vending on the main street.
   - To enforce strict visual building codes in downtown.

2. To improve services rendered in downtown and to lower prices the following are needed:
   - A large discount department store in the area (like Sears, K-Mart, Belk's, etc. [sic])
   - More restaurants that serve home cooking.
   - Another grocery on Franklin Street near the dorms will greatly help those who live on campus.
   - More shoe stores.
   - Recreational facilities for other sports such as ice skating and roller skating, etc.
   - Better selection of quality movies.
   - A consumer protection agency.

3. To facilitate transportation the bus system needs to be improved.
   - In order to avoid excessive traffic and parking problems in the downtown area, it would be good to have bus lines running from UNC to downtown, downtown to Eastgate and downtown to outlying areas of Carrboro, Durham, etc.

MERCHANTS SURVEY

In January 1973, questionnaires were distributed to 196 merchants within the downtown study area. The purpose of the survey is threefold:

1. *To provide all merchants with an opportunity early in the study to express their attitudes and point to problems which they feel should be given highest priority consideration.*

   It should be noted that depth interviews were carried out with a significant number of merchants as a part of the analysis work.

2. *To determine the source and composition of sales support for each store type grouping within the downtown and in particular to isolate the role played by University students and personnel.*

3. *To obtain certain valuable and readily available data on the nature of occupancy of space.*

Fifty-six questionnaires were returned, about *28% of the potential total.* The results of this survey are summarized in the paragraphs which follow.

Perceived Strengths and Weaknesses

The questionnaire requested that the responding merchants note and describe the major "good features" or strengths and the major "problems" or weaknesses in downtown Chapel Hill from the standpoint of their own business well-being. Responses were clustered by general business type, including apparel, eating and drinking, grocery, drug store and other.

Downtown Strengths. *Two major downtown strengths emerge in the minds of all sectors of the business group: 1) proximity to the UNC Campus, and 2) atmosphere.*

Proximity to the campus comes as no surprise and this response is reinforced by the origin of patronage response discussed in subsequent paragraphs.

When expanding upon their identification of the quality of the atmosphere as a major strength of the downtown, respondents noted most frequently *good natural scene, relaxed village aura, quaint European style, friendliness and unique character.*

It also, however, includes such decorative attributes as flower ladies, street vendors, benches, and trees; and physical attributes such as cohesiveness, accessibility via foot to all stores within the small area, and outward appearance of some stores.

Downtown Problems. *The merchants of downtown Chapel Hill feel almost to the man that parking is the major downtown problem.* Only 13 of those responding failed to note parking as a problem. Among this group the other problems mentioned were varied - *traffic congestion, inter-merchant attitudes and incongrous facades (NCNB)* were mentioned most often. A summary of the responses by general type of business is presented in Table 11.

Table 11: MERCHANTS OPINIONS OF DOWNTOWN CHAPEL HILL

Type of Business	Major Strengths: Proximity to UNC	Atmosphere	Other	Total
Apparel	3	7	5	15
Eating & Drinking	1	3	3	7
Food		3	3	6
Drug			1	1
Other	13	23	15	51
Total	17	36	27	80

Type of Business	Major Problems: Parking	Other	Total
Apparel	10	5	15
Eating & Drinking	5	7	12
Food	3	2	5
Drug	1	1	2
Other	24	25	49
Total	43	40	83

*Note: There are 56 total respondents. Some mentioned more than one attribute.

Source: Questionnaire Survey of downtown Chapel Hill merchants: Robert M. Leary & Associates and Hammer, Greene, Siler Associates

Source of Business Support

Basically, the downtown Chapel Hill area is dependent upon the traffic generated by the University of North Carolina. Of the 56 respondents, 37 (66.1%) reported that 50% or more of their business was from people associated with the University of North Carolina and of the 37 over half attributed 70% or more of their business to UNC-generated people.

Of the remaining 19 respondents, 12 of them attributed 25% to 49% of their business to the University and only one claimed less than ten percent UNC-generated business. The major source of business reported for this under 50% group varied between local residents of the Chapel Hill/Carrboro area as a strong source and a split between the local residents and "others" category. Table 12 summarizes this information.

Table 12: PRIMARY BUSINESS SOURCE: UNIVERSITY OF NORTH CAROLINA AFFILIATED

	Number	Percent
80% plus	7	12.5%
70% - 79%	12	21.4
60% - 69%	7	12.5
50% - 59	11	19.7
Subtotal 50% plus	37	66.1%
25% - 49%	12	21.4
10% - 24%	6	10.7
9% or less	1	1.8
Total	56	100.0%

The major source of business is even more significant when appraised on a categorical breakdown basis. A number of the various groups of merchandisers are virtually totally dependent on the UNC affiliated population. On the other hand, there are other groups where UNC affiliates account for little of the patronage.

Most affected by the University population are the food stores. In this category there are four stores, three of which have been in existence for some time; one, a wine-cheese shop opened last year. All four are overwhelmingly dependent on UNC for their source of patronage.

The eating and drinking establishments are for the most part also dependent upon the University as the major source of customers. Of the six businesses in this category, five reported at least half of their trade is University affiliated personnel or students. The other establishment claimed only ten percent of its success was due to the University. The respondents in this group indicate a certain degree of instability in the market. Three of the establishments, a tavern and two fast food types, are being disposed of by their current owners. The tavern, from the response, implied it is just changing hands; the Burger Chef closed in December 1972. One establishment, which has realized a 50% decrease in volume, was on its way out of business.

The tire and auto categories also reported a strong bent toward the University as a patronage source. Of the three respondents, two reported over 50% of their volume was generated by University personnel and the third attributed 40% of his trade to the same people. The balance of the tire and auto volume is from local residents.

In "other general merchandise" category, among the nineteen respondents, only four reported that the majority of their trade was not attributable to the University's influnece. Of the four, none is a one-of-kind store in the CBD area but must compete with like stores in the area and two of them, a book store and a needlework shop, are planning to leave the Central Business District.

The apparel category is fairly evenly split in terms of primary business source, between the UNC influence (five reported over 50%) and the residents' patronage (five reported only 25% to 49% University patronage). However, this is one category that reported a noticeable change in business source mix in recent years, which was overwhelmingly attributed to the "new student fashions". One of the stores which noted this change in patronage on the questionnaire is moving, after 25 years, out of the downtown area to the new University Mall. A second operation, a maternity shop, is also relocating in the Mall.

The services category also tends to be split in terms of patronage source. Half of the ten respondents in this group reported over 50% of their business was attributable to the University affiliates. The other five reported University-generated business amounted to 40% or less with residents almost overwhelmingly the largest source of business.

The drug store category is the only responding group in which the local residents were reported as the primary source of business. Only one of the three reported a strong UNC clientele. The other

two stores attributed 60% and 75% of business to local residents.

Downtown Tenure

The responding merchants cluster into the relatively new and the long-term tenure groups. Almost two-thirds of the responding businesses have been in operation less than ten years; and almost 40% for less than two years. This high share of relatively new business is due both to expansion of total downtown activity and the high turnover rate typical among new businesses. At the other end of the tenure spectrum, almost one-third of all respondents had been in business more than 20 years. Tenure profile of the responding firms is shown in Table 13.

Table 13: NUMBER OF YEARS AT PRESENT LOCATION

	Firms Responding
Two or Less	19
Three to Nine	18
Ten to Twenty	2
Over Twenty	14
	53*

*Total number of firms responding to this question.

Present Rental Levels

The rental profile of the responding merchants is shown in Table 14. Generally the higher rents were in the new retail complexes built in the downtown while the lower rents were for older structures on Franklin Street and elsewhere in the downtown.

Table 14. PRESENT ANNUAL RENTAL LEVELS (per sq. ft.)

Under $2.00	12
$2.00 - $3.99	6
$4.00 - $5.99	10
$6.00 or more	9
	37*

*Note: Remaining firms are in owner-occupied structures, have percentage leases or did not supply this information.

APARTMENT SURVEY

As a part of the background studies, an inventory of apartment projects in Chapel Hill was conducted to determine the occupancy characteristics and other measures of the apartment market in Chapel Hill. Thirty-five apartment projects containing 3,345 apartment units were covered in the survey. Table 15 shows the distribution of the units by number of bedrooms. Over half of the units contained two bedrooms and most of the remaining units one bedroom. Less than one percent of the units

surveyed were vacant indicating an extremely tight market at the time of the survey. The survey also indicated that one-year leases were required, so the possible loss of student business in the summer months apparently does not affect the landlord.

Table 15: NUMBER OF OCCUPIED UNITS AND VACANT UNITS ACCORDING TO KIND

	Occupied Units Number	Vacant Units Number	Total Units Number	Percent of Total
Efficiency	9	--	9	.3%
One Bedroom	1,238	17	1,225	37.5
Two Bedroom	1,820	10	1,830	54.7
Three Bedroom	251	--	251	7.5
Total	3,318	27	3,345	100.0%
	99.2%	.8%	100.0%	

Source: Apartment Survey, January 1973
Town of Chapel Hill

Table 16: CLASSIFICATION ACCORDING TO YEAR OPENED

	Total Units		
	Pre-1960	1961-65	1966-69
Efficiency	---	4	5
One Bedroom	119	85	692
Two Bedroom	272	77	831
Three Bedroom	117	70	2
Total	508	236	1,530

	Total Units			
	1970	1971	1972	1973
Efficiency	---	---	---	---
One Bedroom	40	18	181	120
Two Bedroom	74	270	130	176
Three Bedroom	38	---	24	---
Total	152	288	335	296

Source: Apartment Survey, January 1973
Town of Chapel Hill

Year Built. Most of the apartment projects are quite new with almost 375 dwelling units being added each year for the last seven. There is no apparent pattern in the construction of various bedroom sizes except that recent trends indicate a greater move toward two bedroom units.

Type of Unit. The walk-up or garden apartment is by far the most predominant structure type; there are 2,655 garden apartment units. There are 536 rental townhouse units and 154 units in elevator buildings.

Features and Amenities. Reflecting the newness of most of the projects, there is a wide range of amenities. Out of the 35 projects covered in the survey, 20 have swimming pools, two have tennis courts, 12 provide dish washers in the units. 24 have a laundry room, and four have a party room available for tenant use. All but five permit children, but only 14 permit pets.

Price and Size of Units. One bedroom units range in size from 450 square feet to 900 square feet with rents ranging from $105 per month to $155 per month. Overall, the average cost per square foot was 21.8¢ per month. Two bedroom units range from 600 square feet to 1,155 square feet with rents as low as $115 to a top of $185. The average square foot rent in the two bedroom units was 17.3¢ per month. Some of the three bedroom units were priced as low as $130 a month for 1,000 square feet and the highest priced units in the survey were $215 for a 1,200 square feet three bedroom unit. Overall, the three bedroom units averaged 16.4¢ per month. It should be noted that a few of the projects did not provide information on the square footage of their units. Some of the rents given were for furnished units and these seemed to run $20 to $30 a month higher than a similar size apartment unfurnished. Examination of individual project cccupancy and rent shows no strong correlation between the rent and the amount of student occupancy.

REGIONAL SHOPPERS GOODS EXPENDITURE FLOW

Several major competitive shopping dacilities recently have been or soon will be built in the Research Triangle area. They will have significant impact on downtown Chapel Hill and other shoppers goods facilities in the region. While specific forecasts for Central Chapel Hill are presented later, it is useful at this point to focus on the total regional impact of this new development.

Regional Shoppers Goods Expenditure Potentials

Based on demographic and household expenditure data developed by Hammer, Greene, Siler Associates, it is estimated that there will be an increase of shoppers goods expenditure potential in the Research Triangle area and the surrounding tier of counties of $138,110,000 between 1972 and 1975. Shoppers goods expenditures represent the total amount spent by residents of the region on furniture, apparel, appliances, general merchandise and other comparison shopping goods. Most of these expenditures are made in stores inside the region. These expenditure estimates are shown in Table 17.

Table 17: SHOPPERS GOODS EXPENDITURE POTENTIALS IN THE RESEARCH TRIANGLE REGION AND SURROUNDING COUNTIES - 1972 and 1975

	Shoppers Goods Expenditures (000)		
	1972	1975	1972-1975 Change
Research Triangle Region	$276,200	$337,400	$61,200
Surrounding Counties	174,000	197,400	23,400
Total	$450,200	$534,800	$84,600

Source: Hammer, Greene, Siler Associates

Major New Shoppers Goods Space Programmed

There are four major regional shoppers goods expansions presently under active construction or advanced planning. All may be fully operational by 1975 and all will have significant impact on Chapel Hill and other existing shoppers goods areas within the region. These centers and the shoppers goods sales they will require to operate at satisfacory sales levels in 1975 are shown in Table 18.

Table 18: PROGRAMMED SHOPPERS GOODS SPACE

Location	Required New Shoppers Goods Sales (000)
University Mall	$ 13,650
Crabtree Valley Mall	64,350
Sears-North Gate	17,700
South Square Plaza	42,410
Total	$138,110

Source: Hammer, Greene, Siler Associates

Shoppers Goods Supply/Demand Balance

Cearly, competition for the shoppers goods expenditures of the primary service area population will be strenuous over the next three to five years. The four major developments noted above will alone require $138,110,000 in additional shoppers goods sales. In addition, it is likely that other smaller shoppers goods centers will be built.

These new facilities are well located, represent strong major tenants and will present shopping environments generally more attractive and convenient than much existing shoppers goods space.

In contrast to these sales needs, the amount spent by primary service area households will increase by only $84,600,000. This leaves a deficit of $45,510,000 required to balance the regional system which must come from three sources:

1. *Reduction of the estimated present outflow of $56,840,000 in expenditures made by households of the service area, but not now made in stores in the region.*

2. *Reduction of sales in existing shoppers goods stores in the region.*

3. *Achievement of lower than desirable sales levels by the four major new facilities.*

Experience with similarly overstored situations in other areas would lead to the conclusi that all three "corrections" will occur by 1975 but that a major share of the adjustment will come from existing stores.

This transfer or loss in sales from existing stores will in no way occur equally in all stores or all shopping areas. Those that build and/or maintain a level of convenience and a quality shopping-entertainment environment will be much less affected. It is an essential goal of the downtown Chapel Hill planning program to help insure the attainment of this objective

Orange County Potential

Shoppers goods expenditure potential in Orange County in 1972 was $40,390,000. There was a net outflow in that year of just over $10,100,000. By 1975 County shoppers goods potential will increase to $49,900,000, an increase of $9,510,000.

Projected sales requirements for the University Mall, the major new facility most directly affecting downtown Chapel Hill, is 13,650,000. This requirement can be meaningfully compared to the sum of the present outflow and the total expenditure increase. These figures are summarized in Table 19.

Table 19: ORANGE COUNTY EXPENDITURE POTENTIAL

Shoppers Goods Expenditures	Orange County Potential
1972 -75 Increase	$ 9,510,000
1972 Outflow	10,100,000
Total	$19,610,000
Required University Mall Sales	$13,650,000

From the table it is clear that University Mall would need to capture a very substantial share of the expenditure growth and recapture a substantial share of the outflow in order to meet its sales requirements without taking a significant "bite" out of existing downtown Chapel Hill sales volumes. In light of the fact that all three of the other major new centers are convenient to Orange County residents and that all three will have greater total shopper attraction, this will be a very ambitious task.

DOWNTOWN RETAIL POTENTIALS

Analysis of the expenditure potential and programmed floor space demand for the Research Triangle regional market presented in the preceeding section clearly indicates a highly competitive retail situation over the next two to five years. Between now and 1975, while new space in major facilities (University Mall, Crabtree, Sears-Northgate and South Square Plaza) will require shoppers goods sales of over $138,000,000, the expenditure potential of the region's households will increase by only $84,600,000. Much of this deficit will be absorbed by sales declines in existing stores.

This overstored condition is particularly apparent in the Orange County part of the total market. Here, while the new University Mall center will require some $13,650,000 in sales to support its programmed shoppers goods space, expenditures by county residents will increase by only $9,500,000. In addition, South Square Plaza will be quite convenient to much of the population in the county. *The result will be substantial pressure on present retailers in the county, including those in Central Chapel Hill.*

Certainly some short term sales declines are likely, but these will not be uniform across the board. Those individual stores and shopping areas which unite and accelerate their advertizing and promotional programs, reduce the cost and increase the convenience of parking, and create new public entertainment spaces will compete effectively with the new centers and will likely experience only slight and short-term sales decreases, if any.

On the other hand, those individual stores and shopping areas which do not respond to the challenge will likely be seriously hit. Immediate declines of ten to twenty percent in sales would not be unlikely.

It is not meaningful to attempt a prediction as to whether downtown Chapel Hill merchants will carry out the strategy presented in later sections of this report or the timeliness of that action, if it occurs. Because of the very substantial leverage which effective action will have on downtown retail sales achievement, a prediction of short-term sales would be hazardous and of questionable meaning. *What is important is that sales will drop substantially, if action is not taken.*

In light of this short-range sales uncertainty, work has focused on the longer-range 1972-80 retail potentials open to the downtown through an effective revitalization effort. These projections of potentials are presented below.

Projected 1980 Retail Shoppers Goods Expenditures

Based on population projections by the Research Triangle Planning Commission, there will be a total shoppers goods expenditure potential in the Orange County trading area of $58,523,000 in 1980 (1973 dollars). Almost $53,600,000 of this total will be spent by households and the remainder by student group quarters population. Table 20 summarizes these data.

Table 20: SHOPPERS GOODS EXPENDITURES: ORANGE COUNTY TRADING AREA (000)

	1972	1980	Increase
Households	$36,390	$53,550	$17,160
Group Quarters	4,001	4,933	932
Total	$40,391	$58,483	$18,092

Source: Hammer, Greene, Siler Associates

This projected growth in expenditures over the 1972-80 period is in large measure the "pie" for which University Mall, the downtown and other retail space in the county will be competing over the remainder of the decade. A major share of the existing total of $40,391,000 spent by Orange County Residents on shoppers goods is being spent in stores outside the county. The new mall, with its strong department store group will likely capture a significant number of the resident shopper dollars

which have been flowing to stores in Durham, Raleigh and other competing centers in the region. At the same time, major new facilities are being built in each of these areas (South Square, Sears-Northgate, Crabtree) which will have greater total store and amenity appeal and are convenient to many Orange County residents. *On balance, it is concluded that Orange County merchants should not count on reducing this outflow.*

Downtown Competitive Performance

Shoppers goods sales in Chapel Hill in 1972 are estimated at $7,900,000. This total represents a $1,700,000 increase in current dollars from 1967 shoppers goods sales of $6,200,000. Two points are particularly important in evaluating this sales growth. First, while growth was substantial in current dollars, *much of the increase did not represent increased profitability but rather was neutralized by inflation. Over two-thirds of the sales growth in current dollars was thus neutralized.*

Second, the increases were not experienced by all store types. Shifting styles in campus dress and increasing competition have combined to retard sales performance in apparel and general merchandise outlets. On the other hand, jewelry, books, gifts, hardware and other shoppers goods have experienced substantial growth. Of course, within each store type group, those merchants who have reinvested in store decor and updated their merchandising methods have fared far better than those who have not.

Captive Campus Market

In the paragraphs above it was noted how shifting style preferences on the part of students have depressed apparel sales downtown. Perhaps even more important to present and future downtown retail health is the very substantial "leakage" of shopppers goods expenditures by all student groups out of the downtown to other shopping areas.

Based on the student expenditure survey, *it is estimated that UNC students spent almost $10,000,000 on shoppers goods.* Just over $4,000,000 of this total was spent by single students living on and around campus and seemingly a "captive" or at least natural market for downtown.

In light of the fact that almost all students have occasion to spend most of each day within walking distance of the downtown shops, the potential clearly exists for attracting a large share of shoppers goods expenditures. This is particularly true of the single, group quarters population, many of whom also live close to downtown.

In fact, quite the opposite is true. *Only slightly over 30% of UNC student shoppers goods expenditures made in the Research Triangle area are made downtown. Even for the single students in group quarters housing the downtown capture is only 35%.*

This low downtown penetration of the student expenditure potential is both a problem and an opportunity. It is a problem because it represents established shopping habits and an image of the downtown as previously described (pp. 12-13) as "merchants taking advantage of their limited funds and no-car situation", "rather expensive and limited selection boutiques", and in general as a "rip-off". Whether accurate, these attitudes are a major cause of the present low downtown penetration of the student market.

The opportunity for downtown merchants is to reverse this student image through specific and effective action. A place must be created within the downtown and activities staged within that place that attract the students and convince them that they and the merchants are truly part of one community with common purposes rather than philosophical and operational adversaries. Access to and through the downtown must be improved and other techniques and merchandizing must be constantly reevaluated so as to continue to attempt to guide student tastes but at the same time be responsive to independent shifts as they emerge.

Future Sales Potential

While it is hard to imagine major shoppers goods retail expansion in Chapel Hill, there will be firm potential for a vital and viable retail downtown in 1980. As previously noted, shoppers goods expenditures by Orange County residents are expected to increase to $53,590,000 by 1980 and student expenditures to $4,933,000 in constant 1972 dollars. These totals will represent an increase of approximately $17,200,000 in household expenditures and $932,000 in student expenditures: a total increase of $18,132,000.

Clearly, the vast majority of this shoppers goods expenditure growth will be attracted by department stores and department store anchored centers. In the immediate future, the powerful and attractive University Mall center with its strong department store complement will absorb most of the growth and there may well be some additional outflow to the other major centers under development.

It is unlikely that another department store oriented center can be leased and developed during the remainder of this decade; the competition for service area expenditure potential is too strained. The key question is whether downtown Chapel H1l can mount the effective revitalization program required to capitalize on its very substantial strengths and in so doing capture a significant share of the $4,000,000 shoppers goods expenditure "residual". If not, this additional potential will be absorbed by the Mall and by other existing and future retail space.

If an effective downtown program is conceived and carried out, then the downtown can capture a substantial share of the shoppers goods residual. An objective of a two million dollar increase, equal to well over twenty-five percent of existing volume in constant 1972 dollars, would not be unreasonable. Without such a program, actual sales declines even in this longer term period are likely.

APARTMENT POTENTIALS

Analysis of the Chapel H1l apartment market clearly establishes the strength of the market. *Of the 3,345 apartment units surveyed only 27 units or 0.8% were vacant - much below the industry standard of 5% vacancy to account for normal turnover.*

Recent Market Strength

During the last seven years, apartment construction has proceeded at an annual pace of 375 units. Rents averaged about 22¢ per square foot per month for one-bedroom units, 17¢ for two-bedroom units and slightly over 16¢ a foot for three bedroom units.

Future Apartment Demands

There can be little question of the continued strength and development of the Chapel Hill apartment market during the remainder of the 1970's. Research Triangle Planning Commission projections indicate that growth in the next seven years in the Chapel Hill area will be substantially more rapid than in the last seven. Income growth will also be strong with the average Orange County household income increasing to well over $15,000 and that in the Chapel Hill part of Orange County to well over $18,000. Market potential could reasonably reach an annual level of from 400-500 apartment units based on this accelerated rate of population and income growth.

Downtown Location Strength

There is also little question of the apartment market attraction of Central Chapel Hill. Proximity to the old campus/downtown center of town is probably the single strongest locational factor operating in the local apartment market. In contrast to most other U.S. cities and towns of all sizes, the area around the downtown is appealing and well maintained. Were appropriately priced land available, a substantial share of the apartment demand, perhaps as much as 25% of the total could be captured around the downtown.

However, there is a definite limit to the rent premium that households will pay for downtown/old campus proximity. This premium will likely only reach a level approaching that required by downtown land values, *if the project environment is of unique quality.*

High-Potential Projects

Two such project types have been raised for consideration. The first would be to take a block or large parcel in the University-single-family-residential transitional edge and design a townhouse and/or court garden project which retained existing mature tree cover and other vegetation and featured a high quality site and architectural design. Rezoning would likely be required for such a project and its expenditure support role for retail merchants would not be great. Housing market potential for the project, however, would be strong.

The second project type proposed for consideration would call for decking some or all of the parking lot behind the key East Franklin Street block to provide an additional level of parking and a plaza above, which would be roughly at the Franklin Street level. This plaza would be linked to Franklin Street by walkways through the center of the block and there should also be a direct tie to the NCNB commercial complex. This plaza space would be enriched with pavement and plant materials and fountains as was appropriate to the particular design concept. It would serve as the place the formal and informal promotions and other entertainment activities in the downtown took place and would be the scene of almost constant activity. The lower or plaza level of such a complex would be in retail use with apartments above.

Clearly, this living environment would appeal to a very different household type than the tree-shaded townhouse project previously described. The greatest market support would come from childless faculty couples, individual

students, perhaps doubling up, and young professional couples.

In order to make such a project attractive to a private developer, construction of the parking structure and plaza by the Town, taking advantage of the more favorable financing terms, should be considered. Revenues from the parking system could be pledged against the bonds. These revenues plus the lease revenues from the developer of the apartment retail structures located on the plaza might well meet the total amortization requirement.

Rents for apartments in the project should probably not exceed 28¢ to 36¢ per square foot on a net basis. Such rents would be substantially above the present market and would only be achievable with a quality project environment and a relatively small share of the market.

OFFICE SPACE POTENTIAL

The office space market in Chapel Hill is perhaps as loose at present as the apartment market is tight. The survey revealed a total of 265,790 square feet, with almost 18% vacant and appropriate for office use.

There is substantial vacant space in the two major new office buildings in the downtown and substantial vacant space in new structures elsewhere in the Chapel Hill area. There is general agreement among those in the office industry in the town that the market is soft and will likely remain so in the near-term future.

In the absence of a detailed set of activity and employment forecasts by individual economic sectors, long-range 1973-1980 forecasts of office space absorption can best be tied to total growth in the service area, as measured by population.

Based on forecasts developed by the Research Triangle Planning Commission, it is estimated that population in the Chapel Hill service area will increase by over 22% between 1973 and 1980. For the purposes of projection, it has been assumed that private and government space use in the downtown was most directly tied to increasing service demands from the growing service area population.

There are 242,000 square feet of occupied space demand generated by private and government users. Based on the projected growth rate, this demand would increase to 295,200 square feet by 1980, a gain of 53,200 square feet of space over the 7-year period.

There are an additional 23,790 square feet in the downtown in use by the University. Much of this space use is directly tied to specific research grants and these grants have specific time limits. Federal and private funding for non-defense is likely to remain relatively strong in the future and the strength and reputation of the UNC faculty is well known. Although enrollment growth is slated to level off in the immediate future, it is not unreasonable to expect a significant increase in sponsored research activity and a continuing need for administrative overflow space. It is assumed that UNC downtown office space demand will increase by 50% over the 1973-1980 period.

Table 21 summarizes the expected increase in office space demand in the next seven years.

Table 21: OFFICE SPACE DEMAND INCREASE

	1973-1980 Increase
Private and Governmental	53,200 sq. ft.
University of North Carolina	11,900 sq. ft.
Total	65,100 sq. ft.

Source: Hammer, Greene, Siler Associates

This projected increase in total space demand can be largely absorbed in the existing vacant space. While some additional demands may be generated by region-serving and University-stimulated activities, this will likely be balanced by increasing suburban competition around the new Mall and at other high access locations. On balance, there is little need to develop any significant amount of additional new office space as a part of the downtown vitalization effort.

SUMMARY

The projected space demands and projected sales levels for Central Chapel Hill forecast are *potential*. As such, an important point must be emphasized:

> *The estimates are a measure of what floor space and facilities can be successfully marketed in the competitive regional system through an agressive and effective effort by public and private interests. The estimates should not be thought to be inevitable or even probable under a "business as usual" stance.*

Retail

Short Run Sales Pressures. In the 1972-75 period there will be a substantially less shoppers goods retail potential in the region, particularly in Orange County, than will be required to support major shopping centers now under development. Short term sales declines will be experienced by many merchants.

Student Market "Leakage". Central Chapel Hill is presently capturing only 30% of student shoppers goods expenditures, long thought "captive" to the convenience and charm of the downtown.

Limited Downtown Sales Growth. The loss of the major portion of student expenditures has combined with shifting student style preferences

and increasing competition to retard downtown shoppers goods sales growth. While there has been sharply differing performances among store types and among individual merchants, the total downtown shoppers goods sales growth has been largely absorbed by inflation.

Substantial 1980 Expenditure Potential. Over the 1972-80 period shoppers goods potential will increase by $18,132,000 in the Chapel Hill service area.

Major Effort Required. A major revitalization effort is required, if the downtown is to capture a significant share of this expenditure potential.

Downtown Sales Potential. If such a program is carried out, downtown could reasonably aim at capturing a two million dollar (constant dollar) share of the service area sales growth, representing over a twenty-five percent increase above present downtown sales.

Without such action, many downtown merchants will likely experience actual sales losses over the period.

Office

Present Market Loose. Space surveys and supporting interviews clearly establish that the present Chapel Hill office market has high vacancies. The situation is not likely to improve in the near term. Both major new downtown office buildings have substantial vacancies. There is presently over 50,000 square feet of vacant space in the downtown.

Present Occupancy Mix. There is presently a total of 265,790 square feet of occupied office space in the downtown. Of the 217,000 square feet in private occupancy, over one-third is in insurance use and another third is in finance and real estate.

Future Space Demand. Total occupied private and governmental space demand is projected to increase by 53,200 square feet to a total of 295,200 square feet by 1980. University related space demand will increase by another almost 12,000 square feet. The total increase in occupied downtown office space over the 1973-80 period will be 65,100 square feet.

Little Additional Potential. In light of the large present vacant inventory, relative to the long term potential demand, there is little justification for further construction in the near future.

Apartments

Present Market Tight. The present Chapel Hill apartment market is extremely tight with only 27 vacant units out of a 3,345 unit inventory. An average of over 370 apartment units a year has been built and successfully occupied over the last seven years.

Future Apartment Demands. Population and income growth in the Chapel Hill service area will continue strong and, despite levelling off in student growth, the apartment market will remain strong. Market potential could reasonably reach an annual level between 400 and 500 units during the remainder of the 1970's.

Downtown Potential Share. Proximity to the old campus/ downtown and attractive existing residential development make the downtown area attractive for apartment development. However, high land values will force rents on most parcels of the area above those the market will accept.

Plaza Apartments. Proposed apartments located on a landscaped plaza decking the back half of the key East Franklin Street block could meet the rent tolerance test. A quality project environment and use of a combined public-private funding technique would likely be required to make the project go.

TRANSPORTATION

INTRODUCTION

The discussion in this chapter draws heavily upon the work and data which have been produced by the Planning Department of the Town of Chapel Hill in the development of the Draft Long-Range Policies Plan, the information which is being gathered by the staff of the North Carolina State Highway Commission in its re-study of the Chapel Hill/Carrboro Thoroughfare Plan, and the studies conducted by the Chapel Hill/Carrboro/UNC Joint Transportation Commission.

The first two of these efforts are still underway and the third is in the critical stage of implementation. Thus, the purpose of this analysis is to provide a series of policy recommendations which can be used to affect the results of these continuing efforts. As well, specific recommendations will be presented which can be undertaken in the immediate future to provide some relief to the vexatious traffic problems in downtwon Chapel Hill.

The following policies are recommended to the officials and citizens of Chapel Hill and vicinity as being appropriate in the preparation of plans, programs and projects for transportation improvements within the area.

TRANSPORTATION POLICIES

A. The following important community elements shall be preserved from disruption by major new traffic arteries:

1. Scenic stream beds.

2. Existing public parks and recreation areas.

3. Areas of significant architectural and historic interest.

4. Existing neighborhoods.

5. Major areas of pedestrian activity.

B. The existing public investment in streets and arterials shall be exploited to the maximum extent by increasing the efficiency of operation, to handle additional traffic movements.

C. A car intercept strategy shall be implemented to reduce the number of vehicles which penetrate areas of intense use and/or high pedestrian activity.

D. Encourage, by all appropriate means, alternatives to the private auto as a means of travel.

Each of the foregoing policies deserve elaboration which is provided in the following sections.

LOCATION OF NEW ARTERIALS

There has been a tendency in previous proposals for the construction of major new traffic ways in the Chapel Hill area, as elsewhere, to disrupt the very elements of the community which give it the unique character and beauty which it possesses.

A case in point is the proposal, in the current Thoroughfare Plan, to widen and extend Rosemary Street as a major arterial. This street, east of Henderson Street, has a public right-of-way forty-five feet wide and a travel way, between curb faces, of twenty-two feet. Widening to a four lane road, the minimum for an arterial, would require the acquisition of at least twenty more feet of right-of-way and the doubling of the amount of pavement. These steps would result in the destruction of most, if not all, of the stately trees along the street, as well as most of the stone walls and ornamental plantings that give the area its distinctive charm. Additionally, the introduction of heavy new loads of traffic into what is obviously a rather fragile area would result in adverse effects on a nationally recognized area of historic and architectural interest.

Other examples of proposals which could have similar adverse results include the proposal to use a portion of Battle Park for a new road construction and the location of by-pass or circumferential routes along the stream beds of Bolin and Umstead Creeks. In each case, the trauma of installing these major roads would be highly detrimental to the scenic, cultural and recreational values represented by these natural assets.

The State Highway Commission staff is engaged in a restudy of the existing area Thoroughfare Plan. Now is the appropriate time for the Town of Chapel Hill officially to put before the highway officials its community policies regarding what it believes are the elements which must be respected and preserved in the revised plan. It would seem entirely appropriate, if agreement can be reached with the University, for the Town and the University to approach the State officials on a joint basis in this matter.

EXPLOITATION OF EXISTING PUBLIC INVESTMENT

It is suggested that the Town of Chapel Hill consider construction of major new roadway capacity only after it has developed the carrying capacity of its existing street system to its maximum. Even a casual examination of the street network and the traffic control devices installed on it reveals that there are a number

of steps which would increase the efficiency and effectiveness of the system at relatively low cost in dollars or in community distruption.

One of the most obvious is the need to remove parking from some locations, where the parking is a hinderance to the free flow of traffic or where its removal will allow an additional lane of moving traffic to be accomodated. The street pavement should be used for the movement of vehicles not their storage. There was an old English saying to the effect that "The King's Highway must not be a Stableyard".

In many cases, parking removal need not be accomplished by an outright ban, but can be done on a selective basis in accord with traffic flow variations. As an example, where there is a highly directional flow of vehicles taking people to and from work, it would be sufficient to remove parking in the morning on that side of the road which would allow two lanes of traffic in the direction of peak flow. Parking could then be removed during the evening rush hours on the opposite side of the street to permit two lanes of outbound traffic. Cameron Avenue, west of Columbia, and South Road, west of Country Club Road, are two instances where this kind of action would be effective.

On the other hand, some parking must be removed totally to permit better movement of traffic. Rosemary Street, between Henderson and Columbia Streets, is recommended for this treatment.

Another area where significant increases may be realized in the ability of existing traffic ways to carry additional traffic is the installation of modern, interconnected signal systems. The State Highway Commission has such a proposal for most of the signaled intersections in Central Chapel Hill. There is, unfortunately, a defect in the State plan in that it does not adequately handle the unusually high number of pedestrian movements in downtown Chapel Hill. This deficiency can be overcome by incorporating demand-actuated pedestrian signals at locations where there is great pedestrian activity. This feature should be added to the plan for at least the two pedestrian crossings on East Franklin Street and the crossing in the 100 block of South Columbia Street. By connecting these pedestrian signals into the master control system, it would be possible to give adequate pedestrian crossing time without affecting unduly the movement of vehicles.

Along that same line, the Town and the University should examine rigorously the many opportunities for the separation of some of the more serious pedestrian-vehicle conflicts, not only to increase the capacity of the roads to carry more vehicles, but, more importantly, to increase the safety of the walkers. Several opportunities exist along South Road for such separations as well as in the Medical Center Complex.

The Town should also encourage, as development occurs, other instances of pedestrian bridges similar to that connecting the parking structure to the NCNB Plaza above Rosemary Street. This subject will be discussed further in the next chapter.

One of the obvious needs in the Chapel Hill area is for more effective circumferential routes to collect and distribute traffic within the community. The 15-501 By-Pass does a remarkable

job, considering its inadequate capacity, but it requires expansion and upgrading. It is now operating at or well above its effective capacity and it has still to feel the full effects of the opening of University Mall and other major developments.

Estes Drive performs somewhat the same function as does 15-501, for the northern and eastern segments of the community. It also should be expanded and improved. Operating with the improved 15-501 By-Pass, it would provide an outer loop road for the collection and distribution of local traffic. (Figure 1.)

Another element in the present Thoroughfare Plan which should be implemented is the widening and extension of Pittsboro Street from the By-Pass to Airport Road. It should operate from Manning Drive to Airport Road as part of a one-way couplet with Cameron Avenue. The operation of these streets as a pair would provide needed north-south vehicle capacity into and out of the CBD, while at the same time increasing pedestrian safety and ease of east-west movement.

A close-in ring system for distributing traffic to and from the major central traffic attractions can be developed by the improvement of Ridge Road, Manning Avenue, McCauley Street, Merritt Mill Road and Hillsboro Streets (Figure 1). The amount of construction is relatively small but the benefits in improved accessibility are great.

There are also a number of relatively minor improvements of a traffic engineering nature which, in sum could make the street system much more efficient. Such things as a more effective program of striping and signing of the streets - using approved state and national standards - the removal of obstructions at intersections in the form of signs, street furniture and parked vehicles, and the increase in the radii of the curbs at intersections, all would be very helpful.

There are a number of small construction projects, which are listed at the end of this chapter which will aid in making better use of the existing street system by connecting presently discontinuous streets, improving awkward intersections or allowing more rational movement of traffic to and from major vehicle attractions.

CAR INTERCEPT STRATEGY

Chapel Hill, and particularly the central portion of Chapel Hill containing the Central Business District, the Main Campus and the Medical Center, is a major destination of traffic and is not a corridor for traffic destined elsewhere. The results of the 1971 State Highway Commission Traffic Survey demonstrate clearly that the overwhelming majority of traffic using Chapel Hill streets has either an origin or a destination or both within the Chapel Hill/Carrboro area, with the vast majority of them attracted to the core of the area (Figure 2).

The 1971 State Highway Commission study revealed that, of the approximately 44,000 vehicles on a typical day having an origin or destination outside of Chapel Hill, over 6,200 had the other end of the trip at the Medical Center, almost 6,000 at the Main Campus, and about 3,900 in the Central Business District.

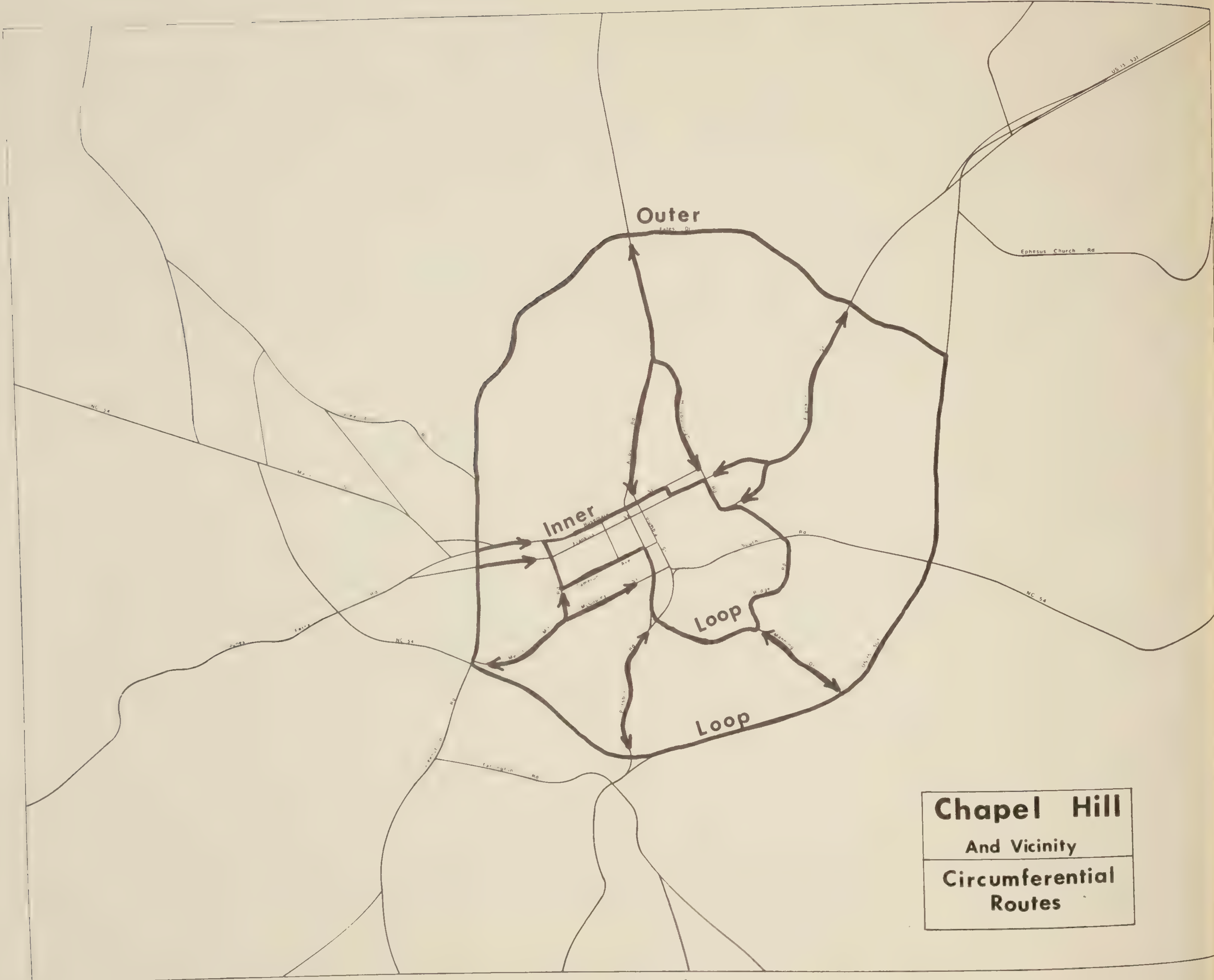

Outer
Inner
Loop
Loop
Ephesus Church Rd
NC 54
Chapel Hill
And Vicinity
Circumferential
Routes

Figure 1

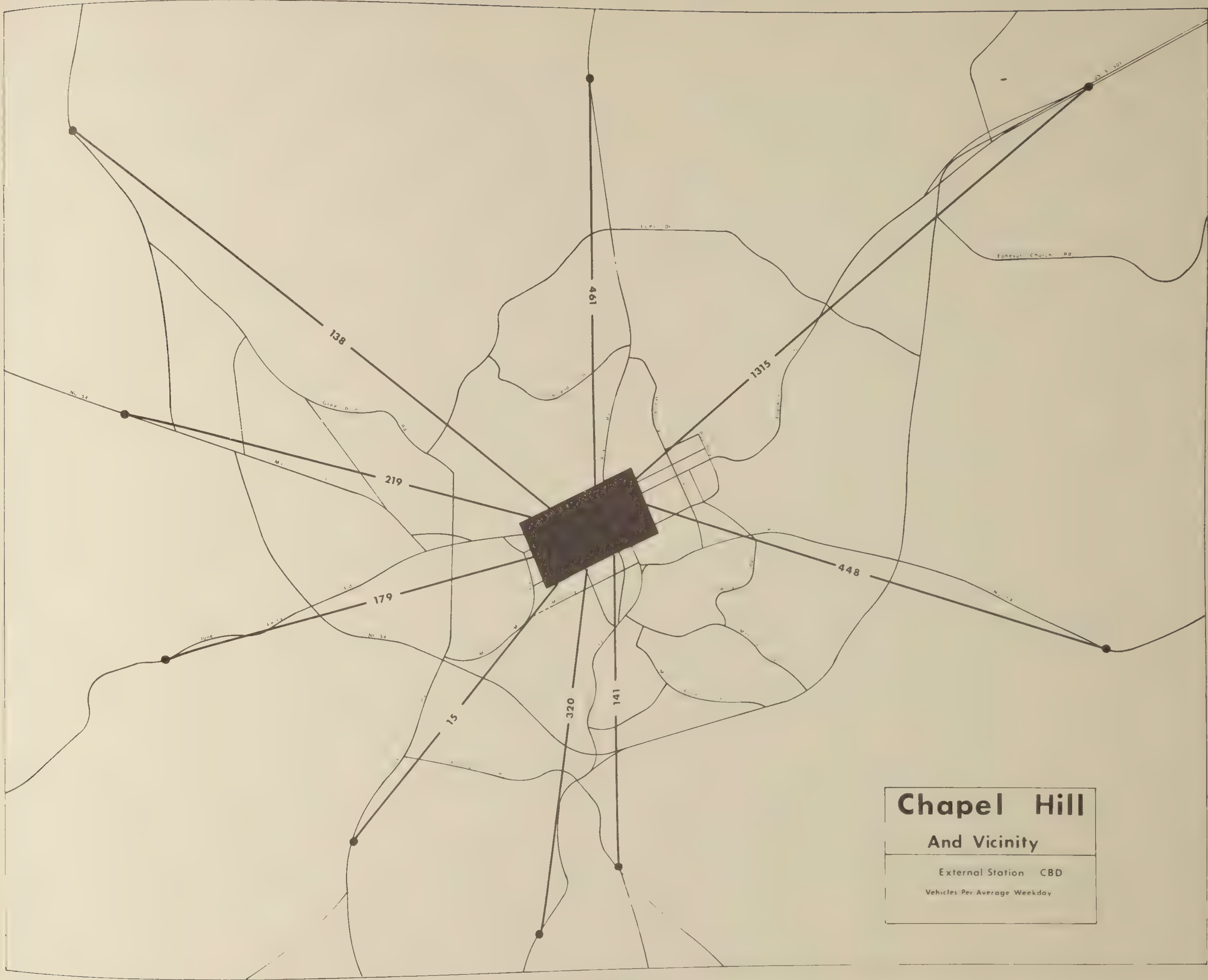

Chapel Hill
And Vicinity
External Station CBD
Vehicles Per Average Weekday
138
461
1315
219
448
179
15
320
141

Figure 2

The next greatest attraction was the Eastgate area which accounted for almost 4,000 vehicles. The balance of the trip-ends were scattered throughout the Chapel Hill/Carrboro area.

Well over 90% of the traffic using the 15-501 By-Pass is not "foreign" traffic, but is in fact traffic which is local in nature. Figure 3 shows the number of vehicles entering or leaving Chapel Hill by the major routes which have both origins and destinations outside of the area. Take N.C. 86 traffic as an example. During the survey period, 181 vehicles in a twenty-four hour period used the highway to traverse Chapel Hill. Figure 4 discloses that during the same period over 13,000 vehicles used Columbia Street. Examination of other information in Figures 3 and 4 shows similar splits between through and local traffic.

It is clear that the problem of traffic in Chapel Hill is not a difficulty imposed by traffic that has no business in Chapel Hill. The so-called By-Pass handles over 15,000 vehicles a day, but the survey shows that less than 5% of this traffic is through traffic. Even allowing for a very great fluctuation either seasonaly or by time of day, there is no reasonable way that through traffic can be construed as accounting for more than 10% of the total traffic on 15-501 By-Pass.

An examination of the routes into the central portion of Chapel Hill shows that there is substantial capacity up to the edge of the Central Business District, Main Campus and Medical Center. Airport Road, N.C. 54, and East Franklin Street are all relatively high capacity routes, capable of carrying large numbers of vehicles. The difficulty arises where these routes enter the core of the community. At those points, the capacity is reduced and the increased impedence results in slower flow and more congestion. What is needed is a means of coping with this constriction of capacity which occurs somewhat removed from the final destinations of most of the occupants of the vehicles.

This is where a strategy of developing intercept parking lots and structures at the entrances to the core of Chapel Hill seems to be particularly appealing. A rough analogy could be found in the action of a swift flowing, silt-laden stream, which suddenly finds its speed reduced by a change in topography. Immediately, much of the silt is deposited. A system of parking lots and structures erected at the entering points into Central Chapel Hill could act as a resevoir for some of the vehicles now entering the area. From those points, the community bus service, a system of pedestrian ways or car pools could conduct the occupants of the vehicles to where they finally wish to go. Figure 5 illustrates this concept in schematic form.

By coupling the construction of this new parking capacity to the advent of the new bus service and to a more selective and sensitive system of parking permit issuance and fee schedules, the load on the internal street system could be lessened, particularly during rush hour. Those working in the central portion of Chapel Hill would have the greatest incentive to use these lots and would be the most easily affected by effective policies.

Initially, three such parking areas are proposed. They are located on Airport Road at North Street, south of West Franklin Street near

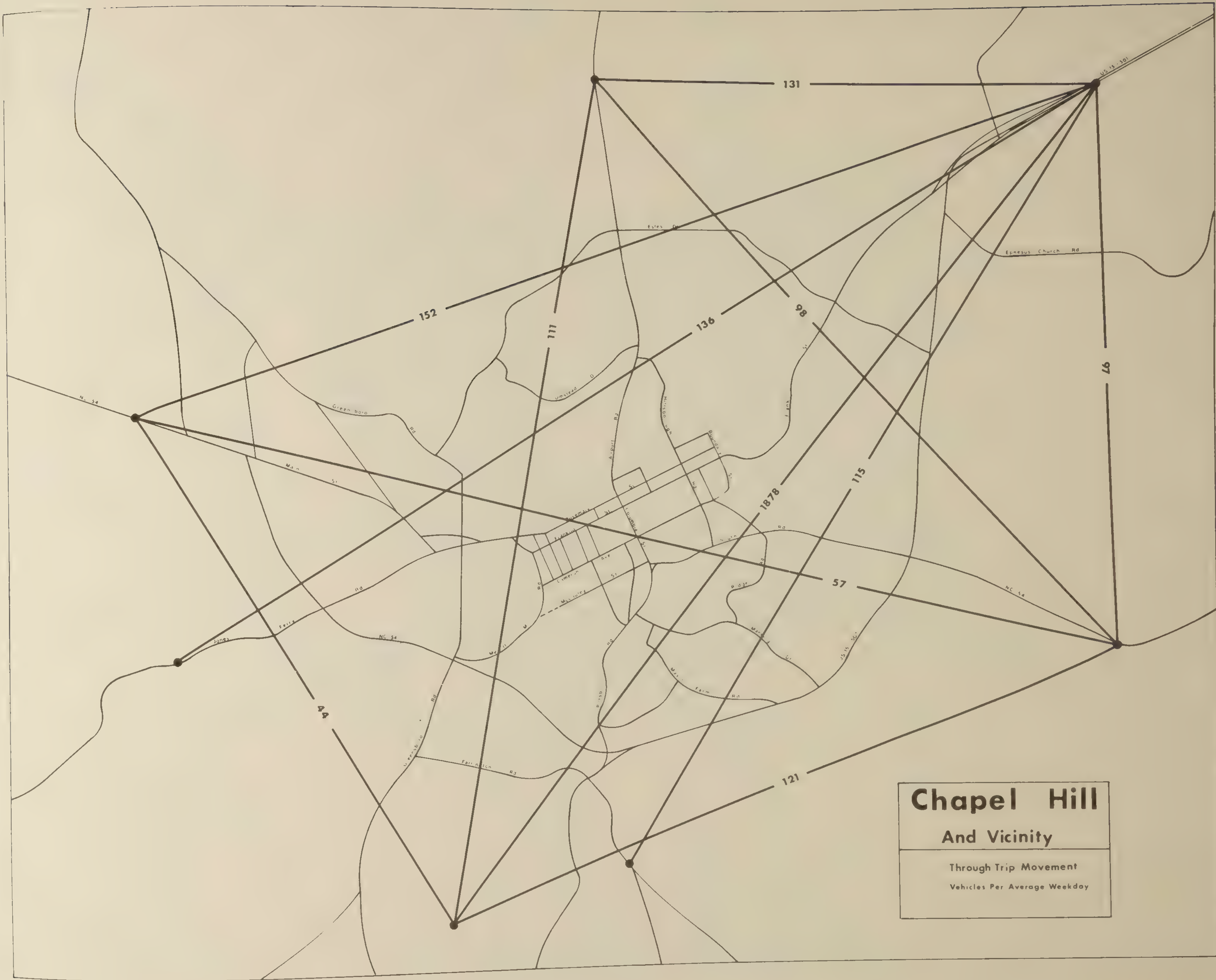

Chapel Hill
And Vicinity
Through Trip Movement
Vehicles Per Average Weekday
131
152
136
111
98
97
1878
115
57
44
121
Estes Dr
Ephesus Church Rd
NC 54

Figure 3


Chapel Hill
And Vicinity
Present Traffic Volumes
5
10
15
20
Thousand Vehicles Per Average Weekday
Estes Dr
Ephesus Church Rd
NC 54
7200
8220
12940
3160
11300
5450
15350
17655
15950
3860
12560
7400
8100
13060
13900
12300
12750
8700
9340
9350
8100
8950
8950
7040
6200
5500
6210
4550
3700
4930
5420
2900
3700
3000
2550
3200
2700
2800
3000
6400
7200

Figure 4

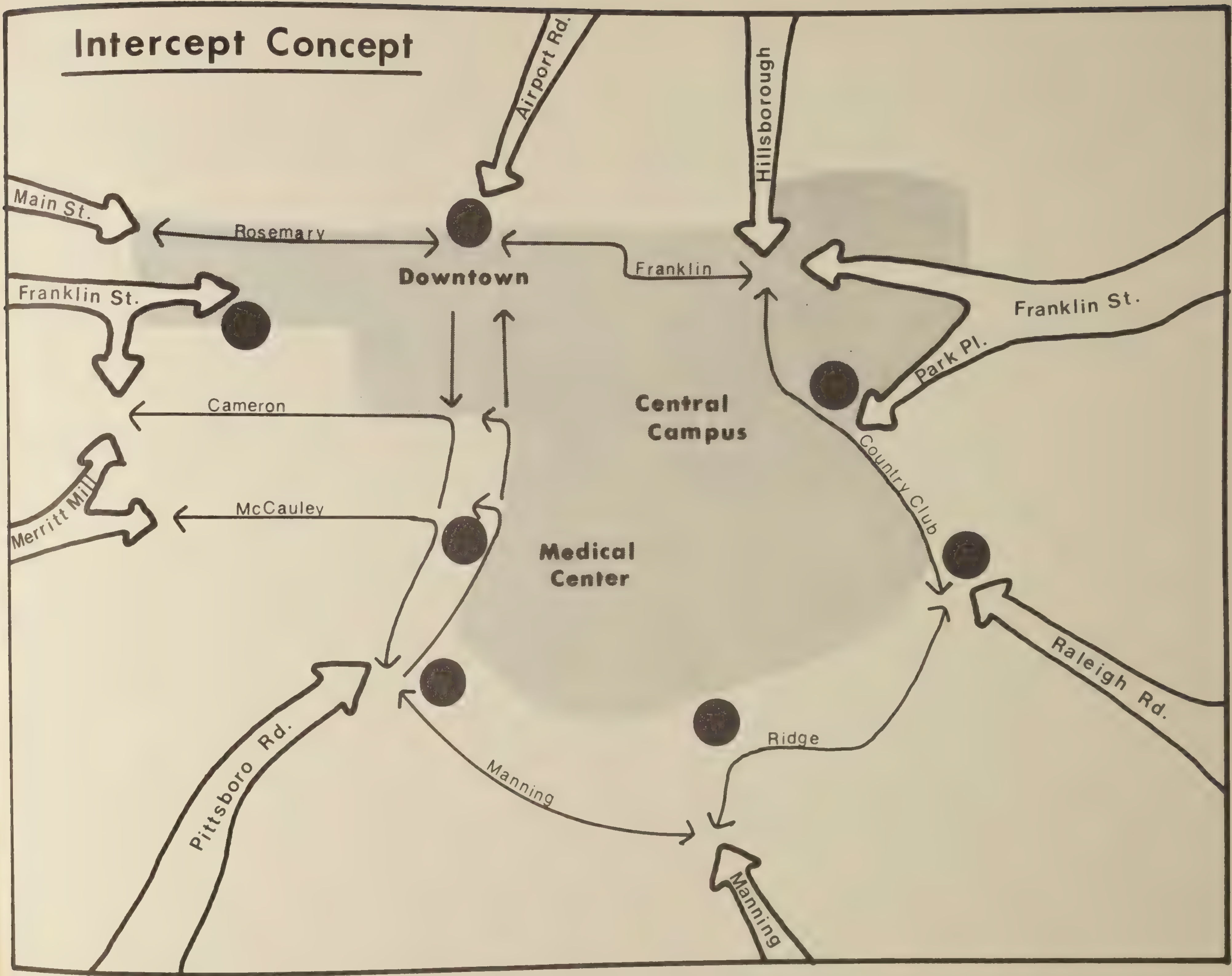

Intercept Concept
Airport Rd.
Hillsborough
Main St.
Rosemary
Downtown
Franklin
Franklin St.
Franklin St.
Park Pl.
Cameron
Central
Campus
McCauley
Merritt Mill
Country Club
Medical
Center
Raleigh Rd.
Pittsboro Rd.
Ridge
Manning
Manning

Figure 5

Yates Motors and on Park Place south of East Franklin. The first two of these lots could function as dual purpose lots - first as long-term storage areas for all day parkers and second as short-term parking areas. The third lot should be devoted to all day parking only. More details on these lots are given in the next chapter on parking.

This strategy is intended to remove a portion of the peak hour traffic from the congested streets in Central Chapel Hill and to provide the opportunity for the community bus system to expand its service to include some of these persons who are not served by the buses at the origin of their trips.

The three lots proposed are only the beginning of the development of this system. Other locations, involving both Town and University action, should be identified and developed in subsequent phases.

MAXIMIZE USE OF ALTERNATIVES TO CARS

Chapel Hill has already taken a great step towards achieving this policy by its decision to institute a publicly subsidized bus system to serve major portions of the community, by its actions to encourage the expanded use of bicycles and its program of new sidewalk construction. All of these activities, even in their embryonic stages, are heartening, but they must be expanded and linked with other public and private actions to reduce the dependency on the auto.

The sidewalk construction program should be accelerated and coupled, whenever possible, with the installation of bike-ways so that both pedestrian and bicycle movements are encouraged.

One of the most effective ways to encourage use of transportation forms other than the private car is through the adoption and enforcement of community development patterns which do not require, by their very nature, great use of the auto in dealing with daily needs for movement to school, work, shopping or recreation. A start in that direction has been made in the Draft Policies Plan and through the requirement of walkway provisions in some new developments. Much more could be done in this area, and work should proceed to imbed in the development policies and regulations of the Town provisions which will result in community forms that make the use of buses, feet, and bicycles competitive alternatives to the car.

The present zoning regulations discourage housing in the Central Business District, where, if it were encouraged, the need for car use would lessen. The effect of proposed alternate forms of development should also be assessed in other areas of the community to see if it will result in a greater attractiveness for the bus system or will result in operating economics in its operation.

SUMMARY OF RECOMMENDATIONS

1. The adoption of transportation policies by the Town and transmission of them to the State Highway Commission for use in the revision of the Thoroughfare Plan.

2. Cooperation between the Town and University in the development of intercept parking lots and implementing policies on fees and permits. The initial stage should include the following lots:

a. At the intersection of Airport Road and North Street.

b. South of West Franklin Street near Yates Motors.

c. South of East Franklin along Park Place.

3. The implementation of the following major street improvements:

Name *	Recommendation	Construction Priority*	Land Acquisition Priority
U.S. 15-501 By-Pass	Widen to 5 lanes from Durham Blvd. to N.C. 54	1	
Estes Drive	Widen to 4 lanes from Airport Rd. to E. Franklin St.	2	3
Pittsboro Rd.	Widen to 4 lanes from Manning Drive to U.S. 15-501 and add western ramp to existing interchange	3	
Park Place	Realignment and widening	4	2
McCauley St. and Merritt Mill Rd.	Extend McCauley St. and widen Merritt Mill Rd.	5	5
Pittsboro Rd.	Extend from Cameron Ave. to Airport Rd.	6	1
Ridge Rd.	Improve Country Club-Ridge Rd. Intersection and widen Ridge Rd. near the Law School	7	
Manning Dr.	Widen to 4 lanes	8	
Estes Dr. Extension	Widen to 4 lanes	9	
Mallette St.	Extend from Franklin St. to Rosemary St.	10	6

* Note: See Figure 6 for location.

4. Make the following operational improvements to increase effectiveness of the street system:

Location*	Action
a. Central Area	Install interconnected traffic signal system, including pedestrian signals.
b. Rosemary Street (Columbia to Henderson)	Removal of parking
c. Pittsboro Rd.	Selected removal of parking
d. South Road	Selected removal of parking between Country Club Road and Raleigh Street
e. Hillsborough Rd.	Add to Thoroughfare Plan and forbid morthbound turns onto Franklin Street
f. Country Club Rd.	Selected removal of parking and add to Thoroughfare Plan
g. Raleigh Street between Franklin and Cameron	Remove parking and add to Thoroughfare Plan
h. Cameron Avenue	Selected removal of parking
i. Columbia Street	Add to Thoroughfare Plan
Community Wide	Develop a system of directional signs to distribute traffic better to major attractions, such as Medical Center, CBD and Main Campus.
Community Wide (cont'd)	Increase the use and uniformity of traffic striping and signing.

* See Figure 6 for location.


Chapel Hill
And Vicinity
Street Improvements
Major . 1 - 10
Minor : a i
Ephesus Church Rd
Greensboro
NC 54
US 15 501

Figure 6

PARKING

INTRODUCTION

The subject of parking, particularly its supposed shortage, was the single most prevalent CBD problem mentioned by the merchants in their answers to a questionnaire submitted to them as part of the research for this study. This topic also occupied a considerable amount of time in the deliberations of the Study Committee. It came up in discussions with officials and citizens throughout the study effort. Like economics, it is an area where factual information was lacking and careful analysis was missing. This chapter will examine the supply of all parking spaces in Central Chapel Hill and analyze the results of a survey of publically managed spaces. There is also a discussion of the recent history of parking revenues and fines. The lase section of the Chapter discusses the conclusions drawn from the analysis and makes recommendations based on these conslusions.

PARKING INVENTORY

An inventory of both on and off-street parking spaces was conducted as part of the examination of the parking situation in Central Chapel Hill. The results of this enumeration are summarized in Table 22 and graphically displayed in Figure 7.

Table 22: PARKING SPACE INVENTORY

Type of Space		Number	
Public Metered, Off-Street		282	
Public Metered, On-Street		233	
	Subtotal		515
Commercial (available upon fee payment)		186	
Public non-metered		298	
Semi-public (customer and employee use)		1997	
Private (leased or reserved)		1104	
Other		72	
	Subtotal		3657
	Total		4172

Source: Field Survey, Town of Chapel Hill

Approximately one-sixth of all parking spaces in downtown Chapel Hill are public spaces available to anyone on a first-come basis. Almost three-quarters are available on a restricted basis, either to customers or employees of a particular enterprise or are leased on a long-term basis to specific individuals. Another major segment of the supply is represented by the commercial parking structure on Rosemary Street which is used for both hourly paid occupancy and monthly leased space.

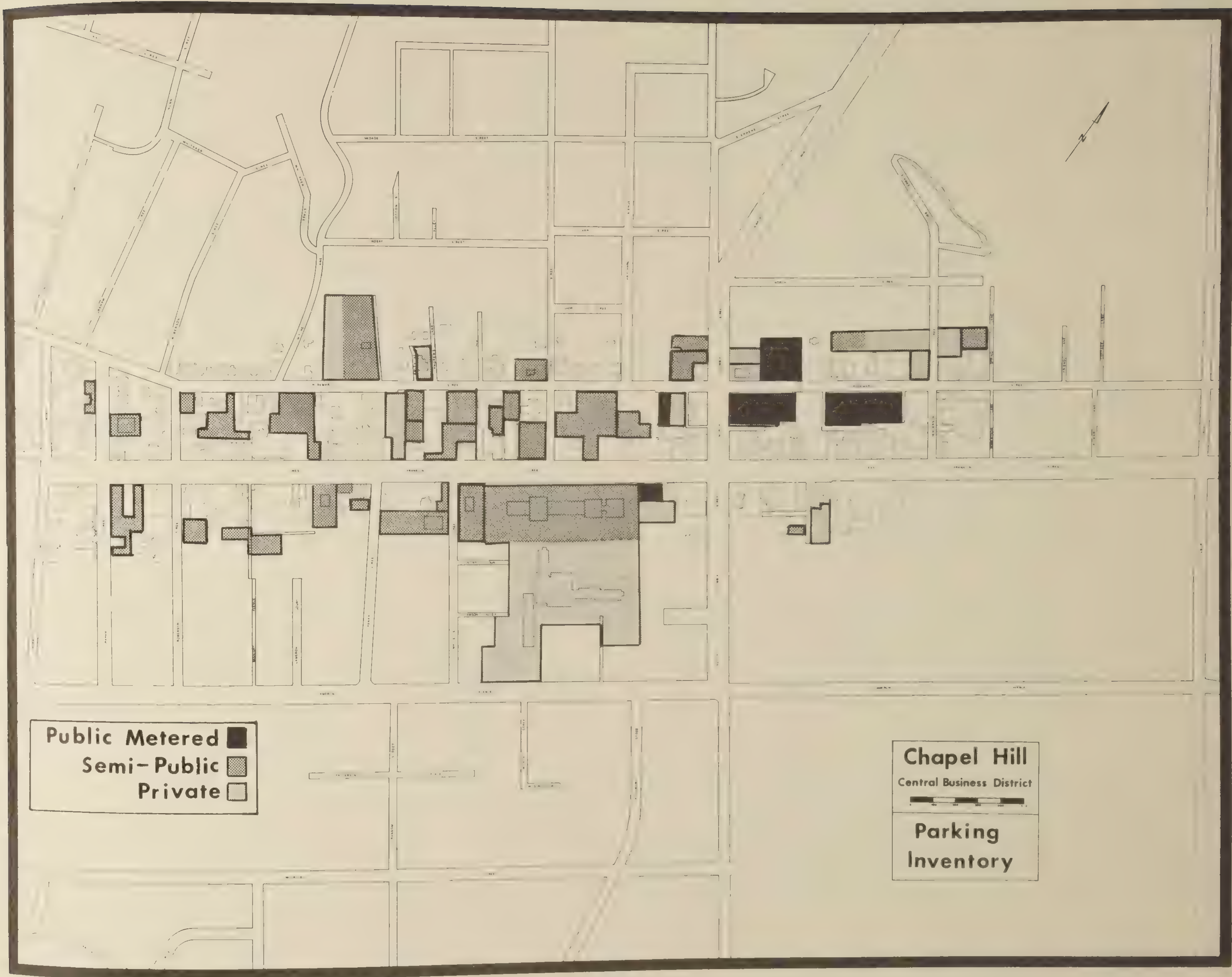

Public Metered
Semi-Public
Private
Chapel Hill
Central Business District
Parking Inventory

Figure 7

An examination of Figure 7 discloses that the availability of public spaces in the western portion of the CBD is restricted to on-street spaces, as the public off-street lots operated by the Town are concentrated in the eastern sector of the business district.

PARKING SURVEY

A field survey of the public metered spaces was conducted in late February and early March in order to determine the use being made of the spaces during a typical weekday (Figure 8). This survey consisted of recording, at fifteen minute intervals throughout the day, license numbers of the vehicles occupying each space and then tabulating the results. It was thus possible to determine the percentage use of each space, the duration of occupancy and other useful information about the characteristics of the use of the public spaces.

Table 23 presents information on the turnover rate, which is the number of vehicles using each space between 8:30AM and 6:00PM, and the average hours of use during the same period. The information is arrayed by lot for off-street spaces and by block face for the on-street metered spaces.

The turnover rate varied from a high of 11.58, for spaces east of the Post Office on Henderson, to a low of 3.75, for the spaces in front of University Square on Franklin Street. The turnover averaged 7.55 cars per metered public space. The average number of hours of usage varied from a high of 9.3 hours per space on the north side of Franklin Street between Henderson and Columbia to a low of 3.8 hours per space in front of University Square on Franklin Street The average number of hours of usage was 7.9 hours per space.

Table 23: METERED PUBLIC SPACES

Parking Facility	Number of Spaces	Turnover Rate	Average Hours Usage
Municipal Lots (off-street)			
1	112	6.64	8.1
2	67	6.69	8.4
3	63	7.09	8.0
4	26	4.23	7.8
5	14	4.57	7.0
On-Street by Block & Face			
A-north	9	5.77	8.2
A-east	12	11.58	9.3
A-South	30	10.56	9.3
B-east	8	6.37	7.5
B-south	6	5.66	6.1
C-south	44	9.79	7.8
D-south	8	9.50	7.5
E-north	5	10.00	6.2
F-west	7	8.00	7.0
F-north	26	10.00	7.8
G-north	6	9.00	6.8
H-north	20	3.75	3.8
I-north	45	9.15	9.0
J-west	7	10.00	9.0

Source: Field Survey, Town of Chapel Hill and Robert M. Leary And Associates

On Street Parking:
Blocks – A-J
Lots: 1- 5
Chapel Hill
Central Business District
Public
Metered
Spaces
A
B
C
D
E
F
G
H
I
J
1
2
3
4
5

Figure 8

Data on the accumulation of parked vehicles in metered public spaces was calculated for each lot and block face. The accumulated data reveals the number of spaces occupied as a percent of the total available spaces for each hour. The results are summarized in Table 24 and Figure 9 for both on and off-street spaces. Table 25 presents the information for the off-street lots in more detail.

Table 24: ACCUMULATION OF PARKED VEHICLES IN METERED PUBLIC SPACES

Hour	Municipal Lots	On-Street	Total Metered Spaces
9	35%	61%	47%
10	79	79	79
11	93	73	84
12	96	84	90
1	97	96	92
2	90	85	88
3	81	74	78
4	79	76	78
5	75	73	74

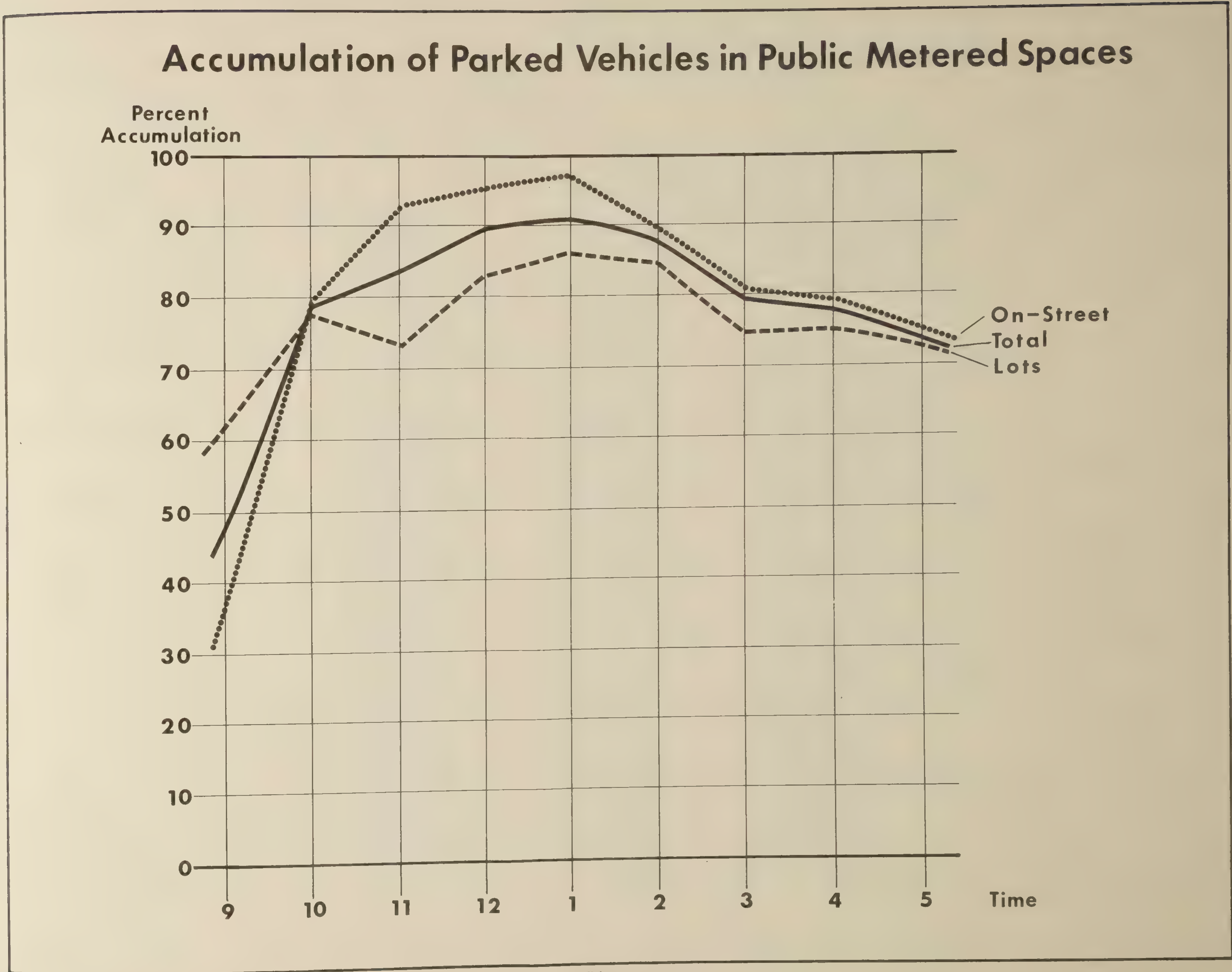
Source: Field Inventory
Robert M. Leary & Associates and Town of Chapel Hill

While it is true that the accumulation of parked vehicles never reached 100% of the number of spaces available, the overall peak figures of 92% for on-street spaces and 97% for off-street spaces were very close to full occupancy and exceeded the standard of 85% for comfortable peak occupancy. This figure should be considered practical operating capacity in that it still affords a potential parker the reasonable opportunity to find a space even during periods of highest demand. Thus, there is an unmet demand for additional parking space in Central Chapel Hill.

Table 25: ACCUMULATION OF PARKED VEHICLES IN METERED PUBLIC LOTS

Hour	Lot #1		Lot #2		Lot #3		Lot #4		Lot #5	
	No.	%	No.	%	No.	%	No.	%	No.	%
9	37	33	31	46	20	32	3	11	8	57
10	105	93	46	69	41	65	16	62	14	100
11	111	99	58	87	58	92	22	85	14	100
12	107	96	66	99	62	98	25	96	11	79
1	108	96	67	100	61	97	26	100	11	79
2	104	93	65	97	51	81	25	96	9	64
3	101	90	58	87	45	71	19	73	5	36
4	92	82	59	88	45	71	20	77	7	50
5	83	74	49	69	56	89	25	96	8	57
	112 =100%		67 =100%		63 =100%		26 =100%		14 =100%	

Source: Field Inventory
Robert M. Leary & Associates and Town of Chapel Hill



Accumulation of Parked Vehicles in Public Metered Spaces
Percent Accumulation
100
90
80
70
60
50
40
30
20
10
0
9
10
11
12
1
2
3
4
5
Time
On-Street
Total
Lots

Figure 9

DURATION

The survey data permitted parking duration to be calculated for each lot and block face. This information portrays the length of time used by parkers in individual parking facilities. These figures are aggregated in Table 26 and graphically displayed in Figure 10.

Table 26: DURATION OF USE IN METERED PUBLIC SPACES

Duration	Off-Street No.	Off-Street %	On-Street No.	On-Street %	Total Metered Spaces No.	Total Metered Spaces %
0-15 Minutes	628	35	868	41	1496	39
15-30 Minutes	324	18	426	21	750	19
30-60 Minutes	339	19	379	18	718	19
1-2 Hours	252	15	223	11	475	12
2-4 Hours	171	9	82	4	253	7
4-6 Hours	57	3	31	2	88	2
Over 6 Hours	39	2	56	3	95	2
Total Parkers	1810	100%	2065	100%	3875	100%

Source: Field Inventory
Robert M. Leary & Associates and Town of Chapel Hill

Table 26 discloses that 72% of the parkers in Municipal lots parked for one hour or less and that 87% parked for two hours or less. For the street spaces, 80% of the parkers stayed one hour or less and 91% parked for two hours or less. For all metered spaces, 77% of the users stayed one hour or less, while 89% parked for two hours or less.

Another way of looking at the duration data is to determine the percent of illegal parkers, i.e., those parkers using a space for a period of time greater than permitted by the parking regulations. For metered spaces in general, 12.5% of the parkers stayed for an illegal amount of time. Table 27 shows the percent of illegal parkers for the individual municipal lots.

Table 27: PERCENT ILLEGAL IN MUNICIPAL LOTS

Facility	Percent Illegal	Type of Meter
Lot #1	6%	3 and 10 hour meters
Lot #2	13	2 hour meters
Lot #3	11	2 hour meters
Lot #4	0	10 hour meters
Lot #5	13	3 hour meters

Source: Field Inventory
Robert M. Leary and Associates and
Town of Chapel Hill

During the course of the survey, over seventy vehicles were identified which parked illegally for more than six hours at a time. These vehicles usually were occupying prime on-street locations or the more convenient off-street

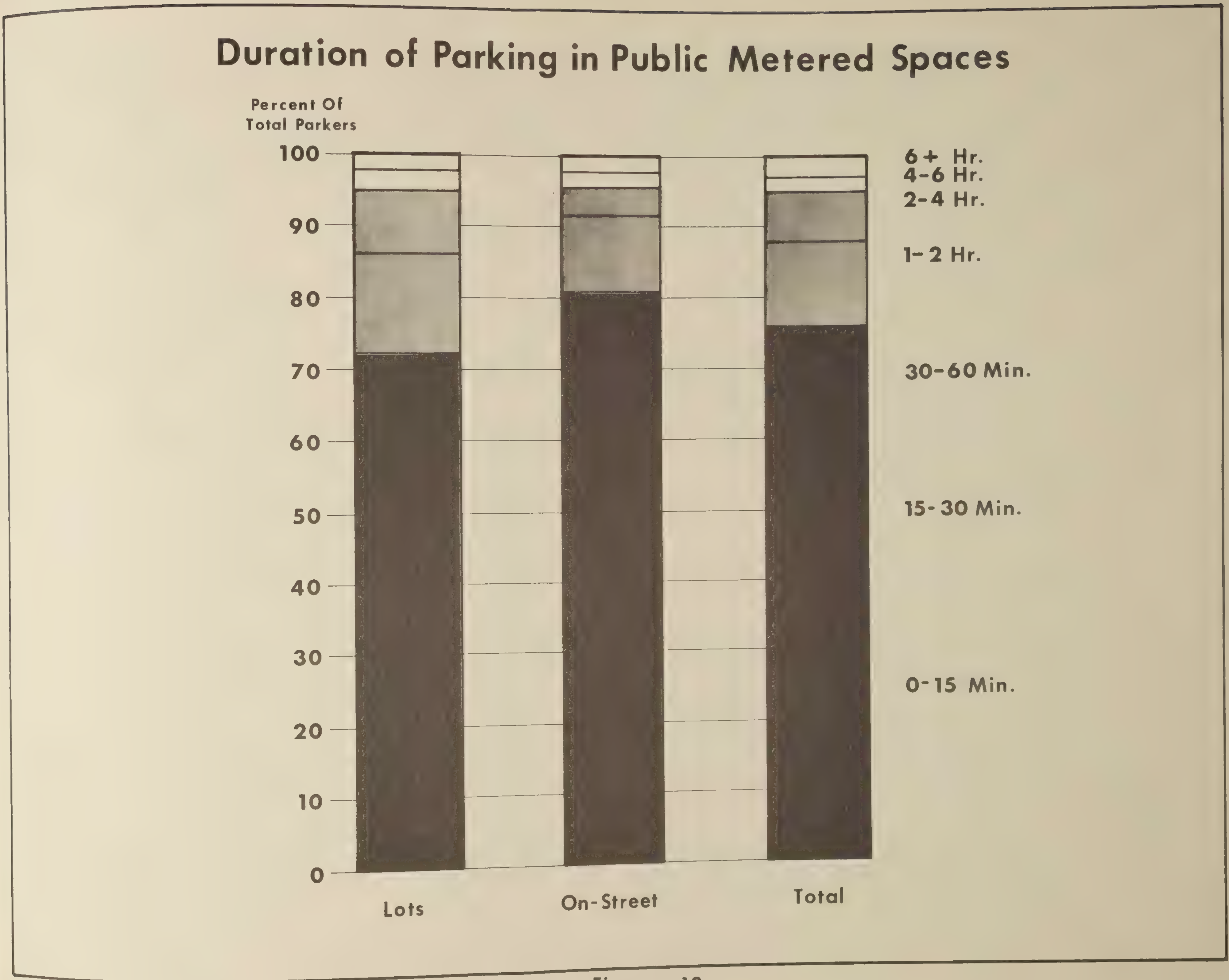

Duration of Parking in Public Metered Spaces
Percent Of
Total Parkers
100
90
80
70
60
50
40
30
20
10
0
Lots
On-Street
Total
6+ Hr.
4-6 Hr.
2-4 Hr.
1-2 Hr.
30-60 Min.
15-30 Min.
0-15 Min.

Figure 10

spaces, which could have been used by a large number of short term shopper-parkers, had the spaces not been usurped by these illegal parkers. As a measure of the effect of this illegal parking, it has been calculated that, if those seventy illegal parkers had not been occupying these spaces, they could have been used by over 500 short term parkers. Looked at another way, the elimination of these illegal long term parkers would have been the equivalent of putting another level of parking on top of parking lot #3.

It would seem the height of enlightened self-interest for the Town and the merchants to undertake a program of enforcement and education to reduce drastically the number of illegal parkers, particularly employees of downtown business establishments whose success depends in part on the availability of parking for their customers.

REVENUES ANALYSIS

An analysis of parking meter revenues was also undertaken to supply data on overall trends in the use of metered spaces in Central Chapel Hill from 1967 to the present. Additionally, data were collected on the fines levied for parking meter violations during the same period. The results of this analysis are contained in Table 28.

Revenue from on-street meters has shown a steady decline over the survey period. In 1967, the average annual income per meter was \$91. By 1972, this figure had fallen to \$78. Off-street revenues, on the other hand, showed a steady increase until 1971, when there was a sharp reversal of form. As an example, the average revenue per meter in Lot #1 rose from \$178 annually in 1967-68 to a peak of \$223 in 1970-71. However, it fell to \$212 in 1971-72. Similar results were displayed for the rest of the lots. An examination of the partial results of fiscal 1972-73 indicate a continuation of the downward trend for both on-street and off-street revenues.

The history of parking violations revenues shows a trend very similar to that for off-street parking revenues. For instance, a 13% decrease in fines was recorded between 1970-71 and 1971-72.

There is no one readily apparent reason which springs to mind explaining decline in revenues, particularly the sudden drop in the off-street revenues. Obviously, there are fewer coins being dropped into the meters, but the causes for this are probably complex and possibly somewhat obscure. Some people have suggested that the opening of competing shopping centers, such as Crabtree Valley Mall and the expanded Northgate is at least partially responsible. Others have suggested that newer residents of Chapel Hill do not feel the same incentive to come downtown that longer term residents do. Increased use of bicycles was also cited as somewhat of an explanation for lower metered parking use. Several suggestions dealt with the loss of attractiveness of Central Chapel Hill over the past few years as the physical condition deteriorated, the Post Office changed its methods of operations and the character of the stores and their customers underwent substantial change.

Whether these or other unvoiced reasons are correct, it is obvious that there has been a dramatic, in the case of off-street revenues, and sustained, in the case of on-street revenues, fall-off of income from parking meters which could be interpreted as the sign of a fundamental change in the heart of Central Chapel Hill.

Table 28: PARKING REVENUES ANALYSIS

Facility	1971-72	1970-71	1969-70	1968-69	1967-68
Off-Street Meters					
Total Revenues	$18,437.00	$18,929.00	$19,937.00	$21,149.00	$21,358.00
Annual Av./meter	78.00	80.00	85.00	90.00	91.00
Daily Av./meter	.26	.27	.28	.30	.31
Municipal Lots					
Lot #1 (part)				not available	
Total Revenues	$18,065.00	$19,285.00	$17,126.00		$15,070.00
Annual Av./meter	212.00	227.00	201.00		178.00
Daily Av./meter	.71	.75	.67		.60
Lot #1 (part)				not available	
Total Revenues	$ 5,005.00	$ 6,250.00	$ 5,587.00		$ 4,030.00
Annual Av./meter	179.00	223.00	200.00		144.00
Daily Av./meter	.60	.74	.67		.48
Lot #2				not available	
Total Revenues	$12,351.00	$14,357.00	$13,047.00		$12,410.00
Annual Av./meter	196.00	227.00	207.00		197.00
Daily Av./meter	.65	.75	.69		.65
Lot #3				not available	
Total Revenues	$13,028.00	$14,575.00	$13,006.00		$11,132.00
Annual Av./meter	192.00	214.00	191.00		164.00
Daily Av./meter	.64	.71	.64		.54

(cont'd on page 54)

Facility	1971-72	1970-71	1969-70	1968-69	1967-68
Lot #4					
Total Revenues	$ 3,094.00	$ 2,640.00	not available	not available	not available
Annual Av./meter	119.00	103.00			
Daily Av./meter	.39	.34			
Lot #5					
Total Revenues	$ 2,076.00	$ 2,262.00	$ 1,671.00	not available	not available
Annual Av./meter	148.00	161.00	119.00		
Daily Av. meter	.48	.54	.39		
Parking Fines					
Total Revenues	$55,449.00	$60,087.00	$44,584.00	$40,420.00	$30,563.00

Source: Town of Chapel Hill

CONCLUSIONS

Analysis of the survey data reveals that there is a parking problem in Central Chapel Hill, but not of the magnitude that common opinion would indicate.

It is obvious that there is a need for additional parking in Central Chapel Hill to accomodate the longer term parker in areas outside of the lots and spaces right next to the shops, restaurants and offices along East and West Franklin Street.

There is the obvious need for some off-street parking to serve the general public in the 200 and 300 block of West Franklin Street.

There is the need for additional off-street spaces to replace those which will be removed by the installation of bus stops for the recently approved bus service, as well as those to be removed as a result of State Highway Commission improvements to traffic movement in Central Chapel Hill and also to replace spaces that may be removed to accomodate other recommendations of this study.

There appears to be a decreasing demand for parking in Central Chapel Hill which could be accellerated by the advent of University Mall and other major shopping centers, as well as the beginning of the community bus service.

Better management of the existing spaces, through greater enforcement efforts, more

sensible rate structure and time limits and the self-discipline of the business community, could increase the efficiency with which the existing spaces and any new ones are used.

RECOMMENDATIONS

1. Increase the hourly fee for on-street meters from 5¢ to 10¢ in order to encourage the on-street spaces to be used more by short term parkers and to make it financially less rewarding to "feed" them.

2. Establish a two hour limit for all off-street lots in the 100 block of East Franklin Street.

3. Establish 80% of the on-street meters as one hour meters with the balance as one-half hour meters.

4. Increase merchant awareness of the self-defeating nature of the use by them or their employees of shopper parking spaces.

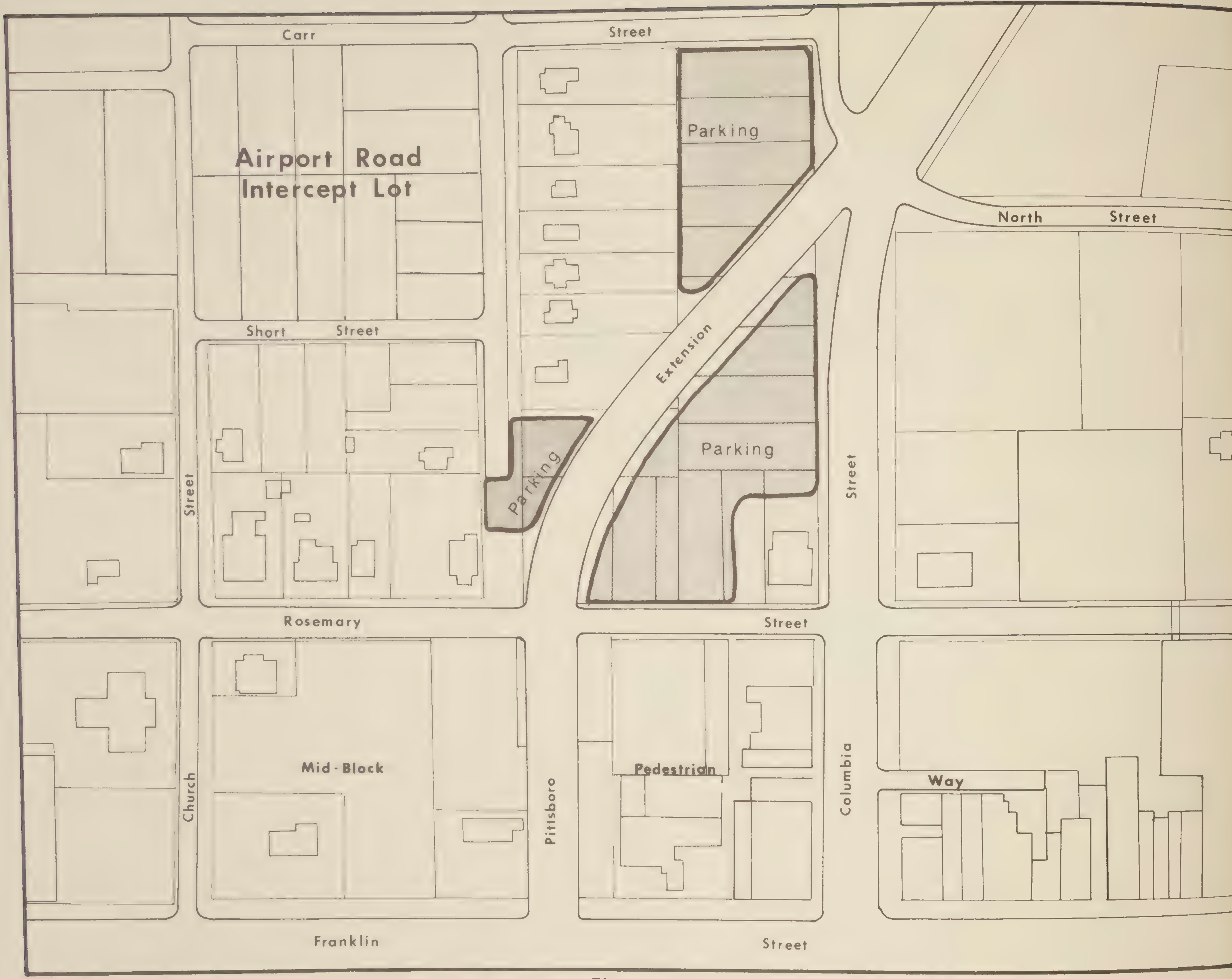
5. Acquire and develop three new parking lots as follows:

   a. For long term parking, a lot generally north and west of the Chapel Hill Police Headquarters. See Figure 11.

   b. For a combination of long term and short term parking, a lot generally behind Yates Motors, with an entrance from Roberson Street. See Figure 12.

   c. Develop a long term parking lot on Park Place, as the first of a series of such lots located outside of the CBD in furtherance of the Car Intercept Strategy.

6. Increase the enforcement activity of the Police Department, particularly for the on-street meter spaces and in the short term lots.



Carr
Street
Parking
Airport Road
Intercept Lot
North
Street
Short
Street
Extension
Parking
Parking
Street
Street
Rosemary
Street
Mid-Block
Pedestrian
Way
Church
Pittsboro
Columbia
Franklin
Street

Figure 11


West
Franklin
Street
Roberson
Street
First Phase
Second Phase
West Franklin Street
Intercept Lot
To Cameron Ave.

Figure 12

URBAN DESIGN AND AMENITIES

INTRODUCTION

There is a persistent and well-founded belief that one of the strengths of Central Chapel Hill is its inate charm, characterized by intimate scale, quaint architecture, bustling pedestrian activity and small village atmosphere. Generations of residents, students, faculty and staff members of the University have appreciated and contributed to its attractiveness, remembering it with nostalgic affection long after they moved to other less appealing locations.

Many of the attributes which generated this affection still exist but recent and anticipated future forces place some of them in jeopardy. The most compelling of these is the construction of many new shopping centers competing for the dollars which heretofore were spent in Central Chapel Hill.

With the advent of these new shopping centers, it is clear that the economic and social viability of Central Chapel Hill is tied closely to its ability to recapture and enhance its attractiveness as a unique area with particular emphasis to making it a center for socializing, entertainment and specialized shopping. Its advantageous location near the University with its large student, faculty and staff population should be exploited. It was noted earlier that the share of the University market being captured by Central Business District enterprises was surprisingly small. This fact was deemed both as a problem and an opportunity. If the opportunity is grasped, it is possible for Central Chapel Hill to prosper.

The discussion which follows, examining ways in which downtown Chapel Hill can increase its attractiveness, is based in large measure upon the studies and analyses carried out by the Community Appearance Commission during the past three years, as well as a study conducted under the direction of Professor Cohn, undertaken in the last four months by graduate students in the Department of City and Regional Planning. In addition, the consultant team had access to the myriad studies which have been made for and about Chapel Hill in the past ten years.

The comments in this chapter are developed in three sections. The first deals with a series of projects which are designed to increase the functional convenience of Central Chapel Hill to its natural market. The second section suggests changes in the land use regulations affecting the CBD and the final section

discusses the level of public and private maintenance and housekeeping.

PEDESTRIAN AMENITY IMPROVEMENTS

Downtown Chapel Hill, an area which must increasingly depend on its appeal to pedestrians for its social vitality and commercial success, is deficient in amenities which are conducive to pedestrian convenience and public social activity. Beyond a few benches erected only recently and some that had seen better days years ago, there are no areas where pedestrians are encouraged to gather. The sidewalk areas are for the most part awkward for small conversations and there is no effective provision for bicycle storage. Areas for the display of public information and places for entertainment of a spontaneous or planned nature are lacking in locations apart from portions of the sidewalk which are needed for foot traffic. Those pieces of landscaping which do manage to survive in these areas of high pedestrian activity manage to do so only in the most tenuous fashion and usually at the price of inconvenience to the pedestrian.

In order to overcome these deficiencies, it is proposed that a series of Pedestrian Activity Areas be established along Franklin Street in at least eight locations (shown on Figure 13). These areas would accomodate a wide range of activities from simple sitting through outdoor concerts to the dissemination of information by the use of community information kiosks. Provision would be made in the Activity Areas for bicycle storage as well as for landscaping and necessary street furniture - light standards, fire hydrants, etc. It is conceivable that one or more of them could function as bus stops for the community transit system. Figure 14 shows a possible layout of a Pedestrian Activity Area and includes many of these features.

Four of these nodes are proposed for the pedestrian crossings on East Franklin Street. (It will be necessary to remove four parking places to accomodate them.) Another is proposed for location just west of the intersection of Columbia Street on the south side of Franklin where a mature tree which is already there can act as a focal point. Another is proposed in the vicinity of the Carolina Grill where a dilapidated seating area already exists. A location in the vicinity of the Wildflower Kitchen would provide a focal point for that grouping of shops. In the case of the last three nodes, there is no need to remove any parking, as the area behind the curb is sufficient to accomodate them.

The last location, which might take a form somewhat different from the other seven, would be in the forecourt of the Post Office and ties into the proposal for the reuse of this property which is discussed in a later section of this chapter.

A second recommended improvement in pedestrian amenity, related to the Activity Areas, is the installation of new sidewalks along both East and West Franklin Street. A sketch of the treatment suggested is shown in Figure 15. The use of brick as an accent motif is intended to unify the surface treat-


Pedestrian Way
Public Garden
Seating Areas
Plaza
Pedestrian Way
Seating Areas
Chapel Hill
Central Business District
Pedestrian Improvement

Figure 13

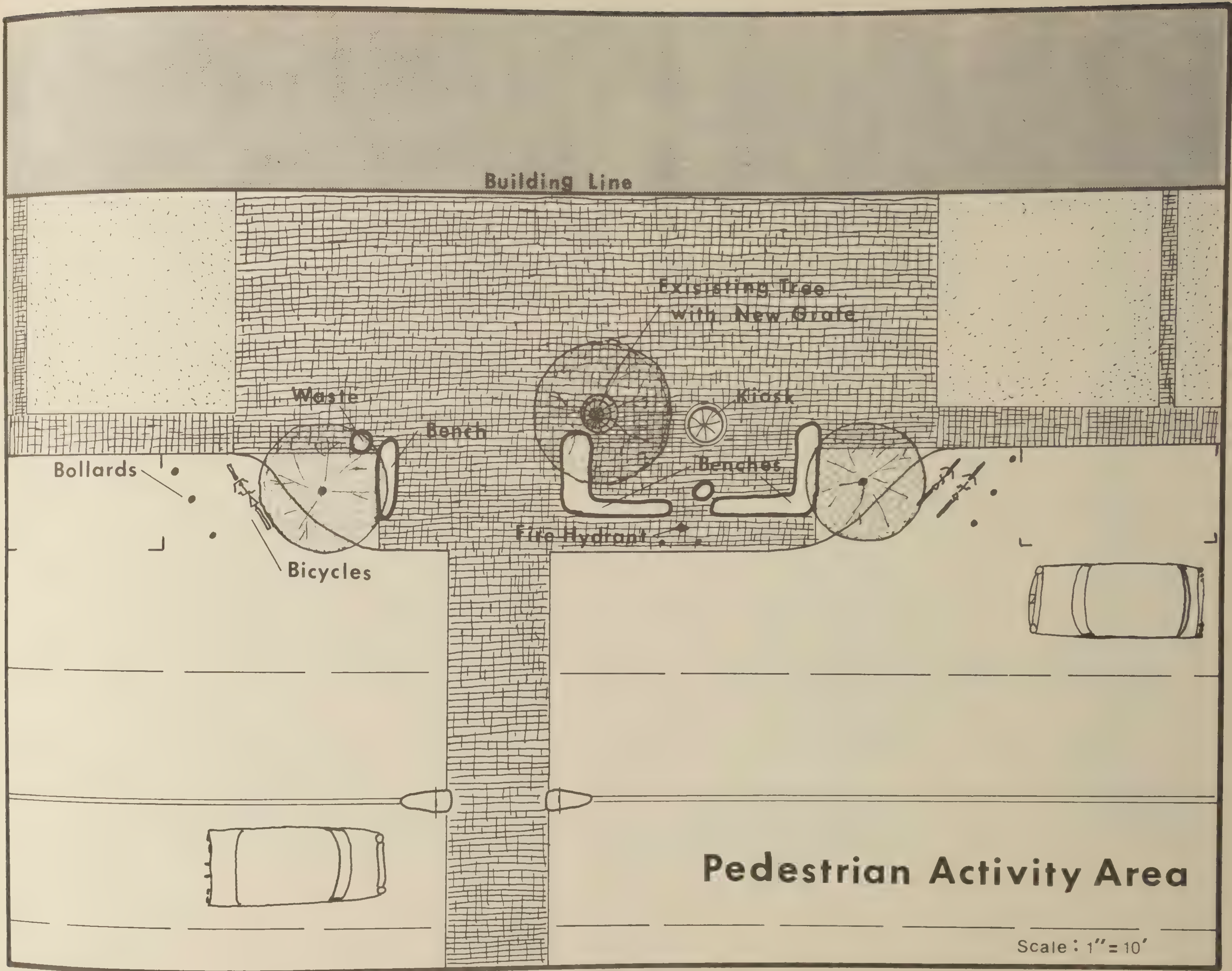

Building Line
Exisisting Tree
with New Grate
Waste
Bench
Kiosk
Benches
Bollards
Bicycles
Fire Hydrant
Pedestrian Activity Area
Scale : 1" = 10'

Figure 14

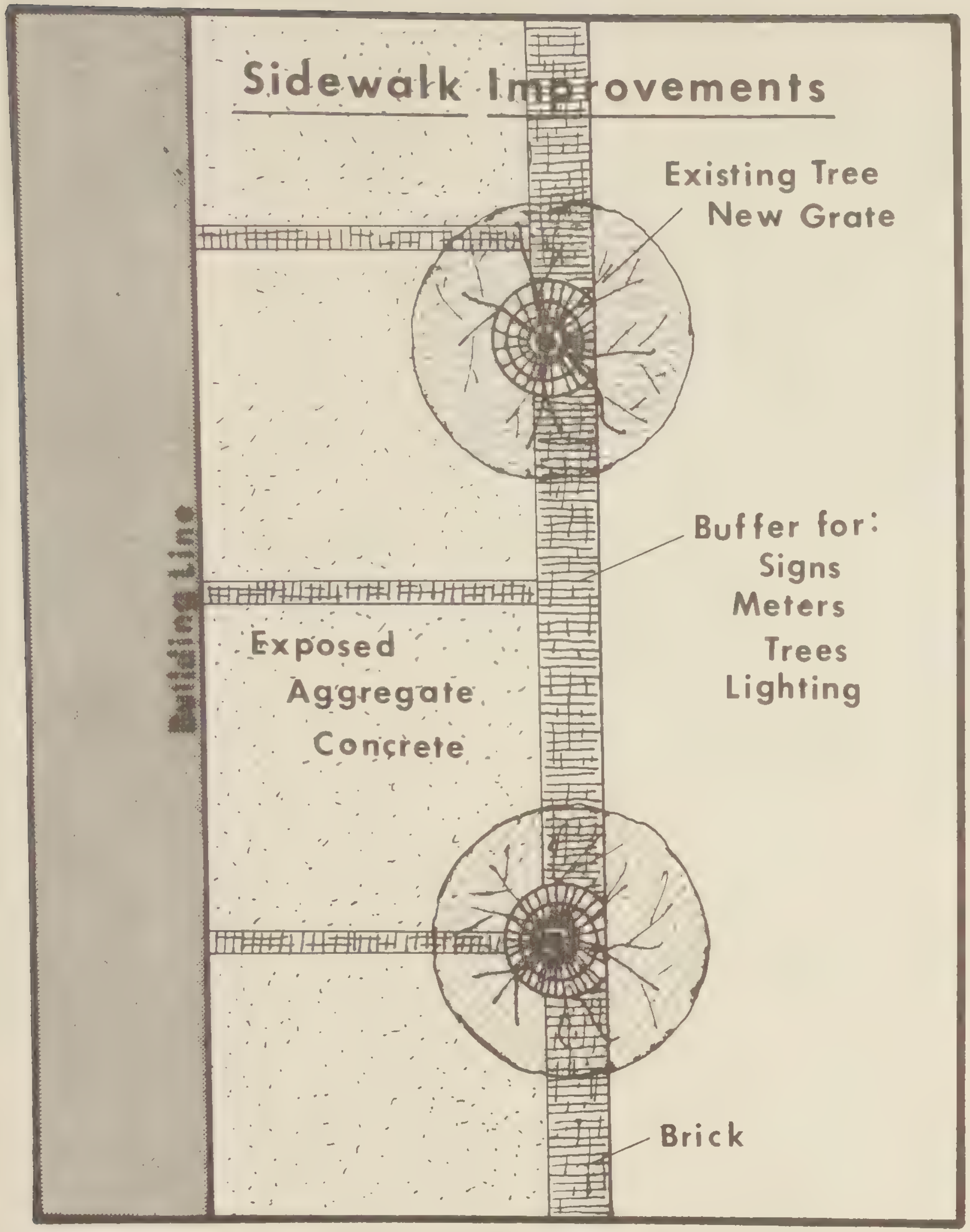


Figure 15

ment within the CBD and relate it to the traditional brick sidewalks which are such a strong element in the Campus of the University.

Besides the aesthetic reason for the replacement of the sidewalks is the practical realization that many of the sidewalks in Central Chapel Hill are in very poor condition and should be replaced as a safety measure. This being the case, it seems wise to treat the sidewalks as an opportunity to provide a more pleasing as well as safer environment.

The Post Office in Central Chapel Hill has been for some forty years a focal point of the area, where student and resident alike congregated to conduct business, exchange gossip, petition the government and meet old and new friends. Even in the wake of a drastic change in postal operations, it continues to perform those functions. The potential exists to continue and expand that important range of community services now that the government has evidenced its interest in disposing of the property. The Town of Chapel Hill should move swiftly and forcefully to acquire the Post Office property under the terms of the Federal Properties Act of 1944, as amended. This Act provides for the disposal of property to local public bodies if the property can be put to innovative and beneficial uses.

The conversion of this building into a multi-purpose community center for Central Chapel Hill would certainly seem to meet the Federal requirements. The following uses are suggested for possible inclusion within the building:

Continuing Postal Services - this would include post boxes and a parcel post/stamp window.

Public Restrooms - the location of such a facility in the building would have two advantages. First, it could be made accessible all day and into the evening hours. The activity from the many uses in the building will provide "public eyes" supervision. Second, the maintenance of the toilets could be part of the custodial maintenance of the entire building.

Public Transportation Terminal - this could be the main stop and transfer point for the bus lines radiating from the central business area. The terminal could also include the airport limousine service, the intercity bus terminal, rental car services and local taxi service.

Public Meeting Room - space for organizations in Chapel Hill for meetings and gatherings and for large public meetings.

Merchants Association Branch Office - oriented to providing tourist information for the Historic District, (origin for walking tours) the University, the Town and surrounding area.

Senior Citizens Center - meeting room and a lounge/recreation area.

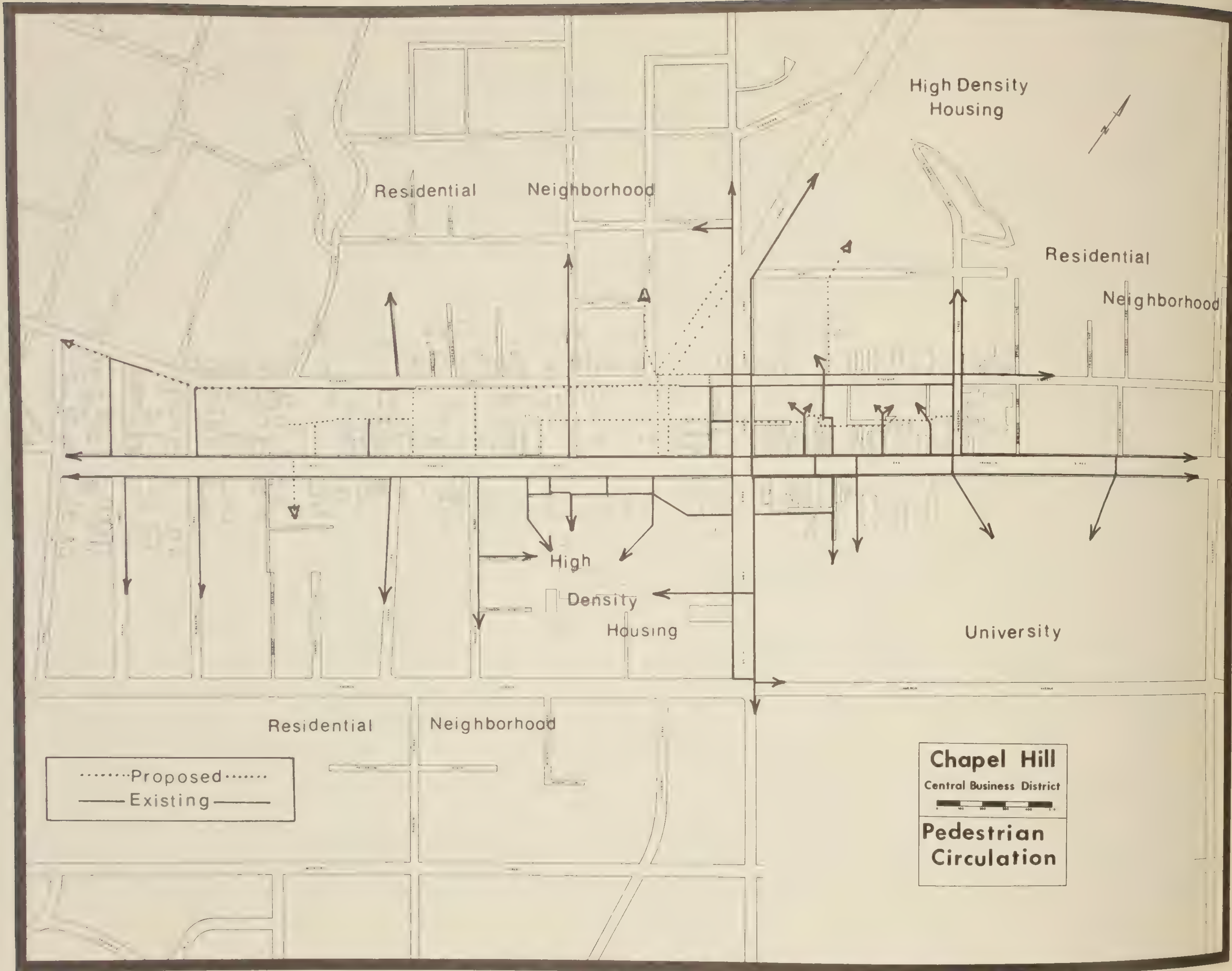
Municipal Offices - those public offices which require a high degree of accessibility and would benefit from a location in the downtown area.

Obviously, not all of these uses could be accomodated within the existing structure, without the building of additions which might impair its typical design proportions. It is not suggested that the building be extensively modified or extended. The wide range of suggested uses illustrates the broad range of possibilities and emphasizes that there should be a considerable "mix" of uses in order to stimulate high usage throughout the day and week.

Figure 16 portrays the existing system of pedestrian access to and from the core of the CBD, as well as some proposals for logical extensions to what is a fairly well developed network of walkways and alleys. The most significant addition is a proposal to extend and improve the mid-block pedestrian ways, particularly behind the buildings fronting on East and West Franklin Street. This latent potential could be realized by the interconnection of exising public and private alleys and the requirement that all new development make provision for pedestrian access along the middle of the block and also through the blocks to adjacent development.

Early efforts should be made to complete the installation of sidewalks leading into and through the CBD, particularly along Rosemary Street and North Columbia. It should, for instance, be possible to use a paved sidewalk to walk to and from the Municipal Building.

The installation and maintenance of the mid-block pedestrian way in the 100 block of East Franklin Street opens up very exciting possibilities of creating a new activity center



Residential Neighborhood
High Density Housing
Residential Neighborhood
High Density Housing
University
Residential Neighborhood
Proposed
Existing
Chapel Hill
Central Business District
Pedestrian Circulation

Figure 16

using as a base the Town-owned parking lots on Rosemary Street. This center would be a multipurpose project which would accomodate a major residential cómplex, an additional level of off-street parking, additional sales areas and a major public plaza or urban open space. A schematic cross section of this development is shown in Figure 17.

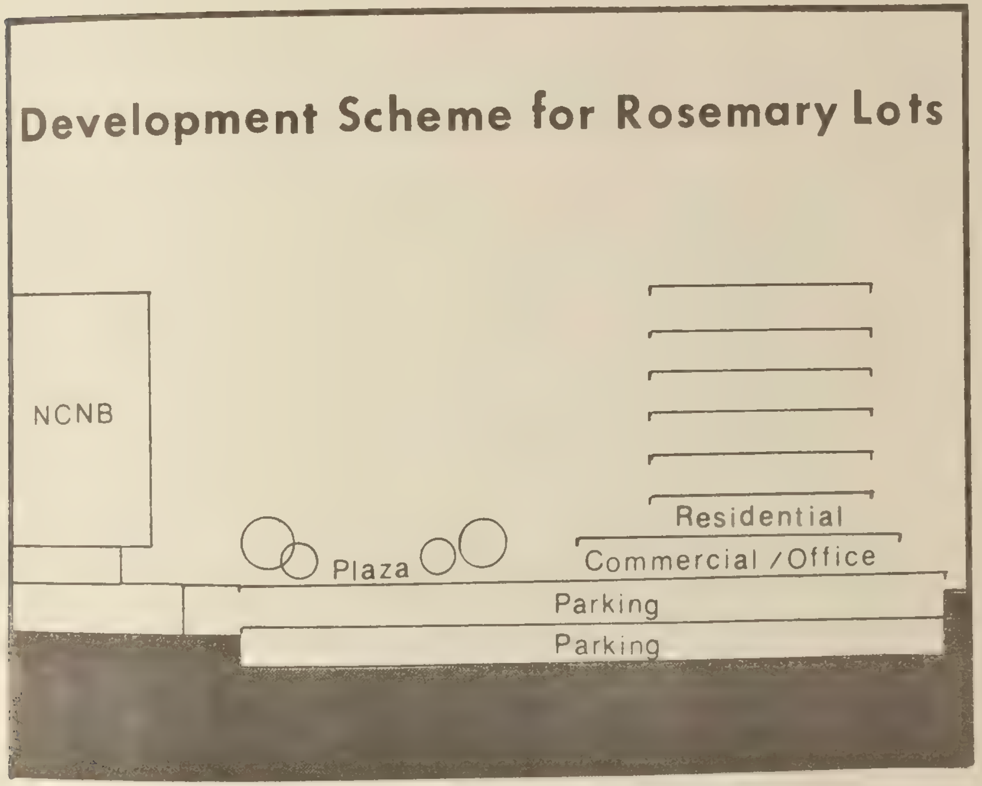


Figure 17

The benefits that can be expected from this project are:

1. The installation of a portion of the centerblock pedestrian way and the stimulation of private action in the further extension of such a space. Its major advantage is that it separates much of the vehicular and pedestrian traffic and creates an interesting pedestrian street for shopping and other activities. The major problem of its operation is that in double fronting the shops the truck service must be relocated or handled in a different way.

The east Franklin business area possesses four significant points which give it a major advantage in such a project effort:

a. The precedent for double frontage of stores has been already set by at least five businesses.

b. The recently completed NCNB Plaza is drawing an increasing number of people into the centerblock area, and is designed to fit into such a development should it occur.

c. The Town of Chapel Hill owns the two large pieces of property in this block necessary to the project. In addition, the ownership of the Post Office property when transferred to the Town provides the opportunity to extend the concept and the pedestrian way to Henderson Street.

d. The crossblock passage ways, such as Amber Alley, which are crusial to such a development, already exist at four points on the East Franklin block.

The centerblock pedestrian way can be considered a desirable alternative to the often discussed Franklin Street Mall, as it accomplishes all of the same objectives. Furthermore, the centerblock way has the advantages of greater possibilities for a variety of spaces and can be implemented without major rerouting of large amounts of vehicular traffic.

2. The development of a public plaza for large gatherings. This plaza, coupled with the spaces installed along Franklin Street and at the Post Office, would complete a package of public areas for the downtown.

3. The increase of parking facilities: The two levels of parking would not double the net parking available, but there would be some increase. Functionally, one level could serve the present purpose, the other will provide parking for the activity generated by the development.

4. The restoration of residential land use to the downtown area resulting in an increase of activity, particularly in the evening hours, thus lengthening the activity day. It will also provide a stable focal point for the downtown as a whole.

5. A significant increase of public amenities at little or no dollar cost to the Town. It is possible, under the statutes of North Carolina for towns to enter into a contractural arrangement with private developers to build and manage such a project. It is recommended that the Town of Chapel Hill prepare a set of performance standards for the development of the air rights above the Town-owned parking lots and solicit proposals from private entrepreneurs for the construction and operation of the project.

A financial analysis of the project confirms it is economically feasible - particularly if the Town finances the construction of the two levels of parking and the plaza, as well as the extra strength in these structures which would be necessary to support the building above them.

Table 29: INVESTMENT BY THE TOWN OF CHAPEL HILL

Land costs	$ .00 (working assumption)
Preparation of site	$ .00 (no demolition)
Construction costs:	
1. A 2 level parking garage with 130 spaces/level at $3000/space	$ 780,000.00
2. 20,000 sq.ft. of public plaza at $6/sq.ft.	$ 120,000.00
3. Structural allowance for air rights building	$ 100,000.00
Total	$1,000,000.00

Source: Robert M. Leary and Associates and Hammer, Greene, Siler Associates

The annual amortization payment on the $1,000,000 in bonds at 6% interest for 40 years would be $66,463, which would be the obligation of the successful bidder for the project. In addition, he would be responsible for taxes and a payment to the Town for rent of the air rights. The financial analysis discloses that this latter sum is likely to be modest in order to keep the rents within a reasonable market.

ZONING IN CHAPEL HILL

As a result of extensive studies and field examinations, the Chapel Hill Community Appearance Commission has submitted to the Planning Board and the Board of Aldermen a comprehensive set of policies for the development of the Central Business District. These recommendations were referred by the Town Board to the CBD Study Committee, which approved the major elements of them after extended review.

The full recommendations are contained in the Community Appearance Commission Report of March 9, 1972. They may be summarized as follows:

Goal: The goal in developing Central Chapel Hill is to preserve the small-scale, small-village quality and to insure that new development will conform to that quality and will represent a high standard of design and construction.

To achieve this goal, the Community Appearance Commission appears to have endorsed the following policies:

1. Encourage, through incentives and public review processes, development of superior design, construction and maintenance which will contribute to the overall design plan for the CBD and other components of the CBD Development Plan.

2. Preserve and enhance the existing areas of differing character within the CBD, i.e. E. Franklin Street, the historical area, West Franklin, etc.

3. Provide a gradual transition between areas devoted primarily to residential and to commercial uses.

4 Require a variety of spatial effects within the CBD, all reflecting the human scale as a design norm.

5. Protect the panoramic views of the CBD.

6. Permit higher buildings, of superior design, only in areas which will minimize their apparent height.

The appearance Commission went on in the report of March 9, 1972 to recommend some changes in the existing zoning ordinance intended to accomplish these policies. Unfortunately, the amending of the present zoning ordinance is a chancy undertaking because of its inherent defects. It has been characterized by one skilled and experienced zoning technician as being "...poorly organized, opaque, thicker than its contents warrant, lacking in essential definitions and internally inconsistent". Thus, minor adjustments within the present foremat of the ordinance are hazardous.

What is needed is a complete revision of the whole ordinance. This, however, is not practical within the present study assignment. Therefore, what has been prepared is a set of regulations entitled "Special Public Interest Districts" dealing with the present Central

Business District. These regulations are intended to cover the area presently zoned CBD in the existing ordinance. (It should be noted in passing that there appears to be no justification for an expansion of the area of the Town zoned for Central Business District development.) The recommended amendments to the zoning ordinance are given in detail in the Appendix to this report and cover the general regulations relating to SPI Districts and the specific provisions of the SPI-1, SPI-2 and SPI-3 Districts for the CBD.

The general SPI Regulations, along with different specific regulations for SPI Districts -4, -5, -6 etc, could be used in other locations throughout Chapel Hill where these areas meet the intent of the general regulations. Two types of areas which would seem particularly well suited to this technique would be areas of special historic and architectural interest and the various entranceways to Chapel Hill.

The regulations of the SPI-1, SPI-2, and SPI-3 Districts are designed to carry out the intentions of the Community Appearance Commission and at the same time encourage greater use of residential development within the central area. Fairly strict height limits are proposed in the areas where height is an important factor in the development and preservation of the essential character of the downtown area. Also, specific action by the Town Board and its various advisory bodies is required for new and changed uses to ensure that these uses are in conformity with the overall goals for the area.

HOUSEKEEPING AND MAINTENANCE

A dispassionate examination of the physical condition of Central Chapel Hill reveals a level of public and private housekeeping which is well below an acceptable standard. Sidewalks are broken and uneven, trash abounds - particularly in the alleys - the landscaping is stunted and poorly maintained with large areas of eroded dirt, private and public parking areas are often little more than mud wastelands and building maintenance seems to be in some cases an afterthought. Such conditions do not enhance the image which this area had in the past and, if let go too long, could well destroy it for the future.

Sufficient attention has not been paid to the maintenance of the public spaces and equipment within Central Chapel Hill. When such neglect is allowed to persist, it tends to encourage a similar attitude on the part of private owners, with the consequent accleration in the rate of deterioration. On the other hand, a high level of public maintenance effort appears to upgrade private levels also.

A concentrated effort on the part of the Town of Chapel Hill is needed to correct the most obvious shortcomings in its maintenance practices. Efforts should be concentrated on improving the streets, alleys, and public parking lots so that, at the very minimum, they are clean, free of pot-holes, well marked and lighted with the landscaping tended. Special attention

should be given to trash and garbage collection, probably in cooperation with the merchants and private collectors.

Where provision has been made for the installation of landscaping, the Town should see that the plant materials on public land are fed, watered, trimmed and sprayed at appropriate times. In some cases, inappropriate installation of plant materials has taken place, making it impossible for them to survive and grow. Standards for choice of suitable plant materials and their installation and maintenance are readily available and should be used.

Parking lots are particular eyesores in Central Chapel Hill. The public lots for the most part are paved, but that amenity seems to be almost universally lacking in private lots. Also, while there have been minimal attempts to make some of the parking lots less unattractive through the planting of decorative and screen materials, such improvements have been the exception rather than standard practice. This should be standard practice. Tens of thousands of square feet of unrelieved asphalt or gullied orange dirt contribute little to the reputation of a central area and certainly not to Central Chapel Hill.

A provision added to the ordinance code requiring that all public and private parking lots be adequately graded, drained and paved should be the minimum corrective step. It is also recommended that screening, landscaping and lighting, subject to the approval of the Community Appearance Commission, be required.

SUMMARY OF RECOMMENDATIONS

To improve the attractiveness and utility of the CBD the following major actions are recommended:

1. Installation of a series of Pedestrian Activity Areas along East and West Franklin Street.

2. Installation of improved sidewalks within and leading to the downtown.

3. Development of the Post Office as a public multi-purpose center.

4. Development and extension of a system of mid-block pedestrian ways.

5. Development of the Town-owned parking lots on East Rosemary Street as a complex of residential, commercial, public open space and parking.

6. Revision of the zoning ordinance to incorporate the Special Public Interest provisions covering the present CBD.

7. Revision of the regulations governing off-street parking lots to require a higher standard of construction and maintenance.

8. Institution of a program of improved public and private maintenance and housekeeping.

IMPLEMENTATION

INTRODUCTION

This chapter treats the various steps which will be necessary to permit Central Chapel Hill to maintain and even to enhance its economic viability, improve its appearance and functional efficiency and sustain its unique role. The first section deals specifically with the organizational and administrative responses which will be needed to achieve the solutions to the problems which have been identified earlier. Following that is a discussion of the costs of the immediate action steps that should be undertaken and suggestions as to how those costs may be met.

In all the deliberations of the CBD Study Committee, it was clear that the members unanimously wanted a series of proposals which were within the administrative, fiscal and political capability of Chapel Hill. The various recommendations are feasible and this chapter shows how they can be realized.

DOWNTOWN DEVELOPMENT CORPORATION

Any program for the downtown will need cooperation among the various interest groups involved in Central Chapel Hill. This cooperation must be more than lip service or faint cries that "somebody should do something." It must be a commitment, entered into with enthusiasm and the recognition that each of the following groups has a large stake in the future of Central Chapel Hill:

1. The Town Government, as represnetative of the general citizenry of Chapel Hill.

2. Downtown property owners.

3. Downtown merchants and businessmen.

4. University of North Carolina - Administration and Student Body.

There is at present no administrative structure which reflects adequately these interests and provides the framework within which these interests can pool their talents and resources for the betterment of Central Chapel Hill. What is needed is a continuing organization which will encourage and support a constructive working relationship among these groups. It should be an action-oriented agency directed by the representatives of these interests and have as its general

purposes the promotion of Central Chapel Hill, the planning and management of specific improvements to the CBD, and the development of financial and other resources to carry out its programs.

Examples of some of its possible activities are:

Serving as a focal point for activities in the downtown area. This means not only gaining support for various projects, but more importantly, arranging activities and events which will generally stimulate the social/commercial center as a whole.

Acting as the single agency which will handle planning and management functions in a consistent, rational manner. Most similar projects, which have relied solely on either the public or the private sector for implementation, have failed. Successful attempts, such as Cincinnati, San Antonio, and Baltimore, have required the combining of the financial/management and legal powers of both sectors. If the downtown is to maintain its social and economic viability, it must incorporate some of the advantages of single ownership. All parties concerned will have to stand together as part of a single organizational unit.

Functioning as the body which can supervise the development of capital improvements. The agency must be able to define problem areas and appropriate projects, establish design criteris, organize the necessary resources, monitor the actual construction and manage the facilities upon completion.

Neither placing the responsibilities in a consortium of private interests nor looking to the Town Government to perform all of the required functions appears to solve the problem, because both alternatives lack the broad membership representation which would be vital to effective operation. The multiplicity of functions which the downtown performs requires that all constituencies be represented.

The best solution is a hybrid organization which provides the breadth of representation and at the same time is legally empowered to carry out a wide range of promotional, managerial, planning and supervisory activities. Therefore, it is recommended that a non-profit public Development Corporation be formed under the laws of North Carolina, administered by a Board of Directors representing the various interest groups identified above. Figure 18 illustrates the representation and function of this Corporation.

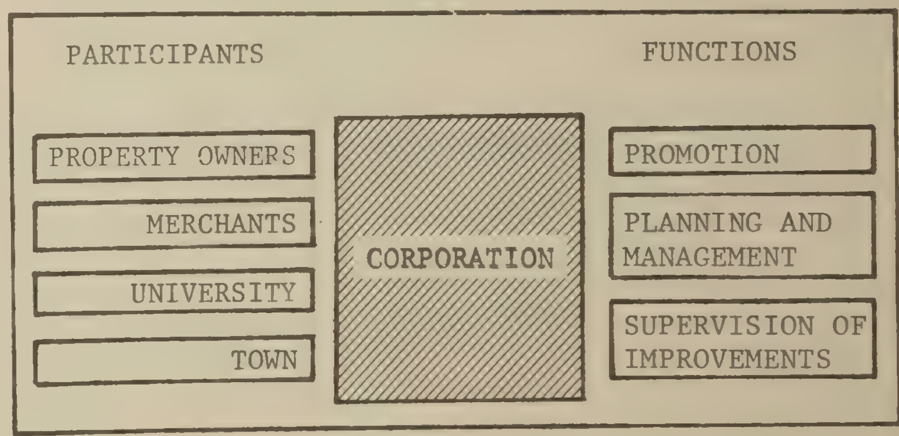


Figure 18

The Corporation should be charged with three basic operations:

Promotion of the CBD. The Corporation will generate enthusiasm and publicity for downtown activities such as cultural events, fairs, contests - all to draw people into the downtown area. It should also act as a spokesman for the CBD before various public bodies at the local, regional and state level, ensuring that the views and interests of the CBD are considered by those bodies.

Planning and Management. The Development Corporation will provide cooperative programs and amenities. For example, the Corporation could handle maintenance of public and private facilities; it might help store owners finance improvements to their structures; it could maintain parking facilities; develop a policy for truck delivery service; and provide custodial maintenance for sidewalks and other public areas. In conjunction with the Town Government, the Corporation could aggregate land holdings and take advantage of Federal programs.

Supervision of Capital Improvements. The Development Corporation could develop plans and arrange financing for improvement projects as delegated by the Town Government under a contractual agreement. Under this same arrangement, the Corporation could supervise the project through the construction phases and provide maintenance and support services upon completion.

Much of the Corporation's services will probably be under contract from the Town (and perhaps the University) to provide public services. Dues, contributions, and direct payments will be charged to private sources for services to the private sector. The Corporation will clearly have a unique combination of public and private responsibilities, formal and informal, which makes it highly adaptable to the Chapel Hill Central Business District.

The nature of some of the immediate action projects is highly conducive to development of such a corporate body. The first project - improving sidewalks and creating Pedestrian Activity Areas, can be seen as a testing ground where the Development Corporation will be faced with a specific relatively simple project to accomplish, and the related problem of allocating the distribution of costs among the interest groups. If the Corporation fails this first test, it can be disbanded through legal processes - or its contracts terminated. If it can pass this test, the Corporation can then move, with increased momentum and confidence, to more complex projects, such as determining the uses for the Post Office structure, and developing the multi-use complex on the Rosemary Street parking lots.

IMMEDIATE ACTION PROJECTS

Previous chapters dealing with Traffic, Parking, and Urban Design and Amenities, each ended with specific recommendations to solve problems identified in the study of these areas. Many of the recommendations do not result in direct costs which are readily identifiable. On the other hand, some of the recommended projects will cost money and sources for these funds must be identified. The discussion which follows concentrates on these Central Chapel Hill

projects which require funding and are within the legal and administrative powers of the Town of Chapel Hill and/or the CBD Development Corporation to accomplish. The fact that other recommendations are not discussed here should not be thought to minimize their importance. In many cases, the responsibility to implement them lies with other agencies, (i.e. the State Highway Commission for many of the traffic improvements) or the projects require no significant new revenues. In the latter category could be included better maintenance of the CBD, or more restraint on the part of downtown merchants in using shopper parking spaces.

In other cases, funds are already available within the Town budget and what is necessary is a re-allocation of priorities or a continuation of present programs. The Town project of sidewalk construction is a case in point.

Pedestrian Activity Areas

It was proposed earlier to install eight Pedestrian Activity Areas along Franklin Street and to improve the sidewalk areas. It would not be feasible to install all eight areas at one time, so it is recommended that the project be split into two phases, with the five areas on East Franklin Street being included in Phase One and the other three, along West Franklin Street, in Phase Two - which would follow about one year after the start of Phase One. The cost discussions which follow treat the first Phase as being made up of two parts: Part A, the Pedestrian Activity Areas; and Part B, the improvements to the sidewalks.

The cost for Part A of Phase One, as detailed in Table 30, will be about $8,000 for each area, or stated another way, about $153 per linear foot, if longer or shorter areas are desired. The total cost of the five areas including connecting crosswalks and architects' fees will be about $46,000.

Part B of this initial phase is the reconstruction of the sidewalk between the Pedestrian Activity Areas and along East Franklin Street. A breakdown of cost estimates for this installation is shown in Table 31.

The cost will be about $41 for each linear foot on the north side of Franklin Street and $56 for each linear foot on the south side. The difference in cost results from the ten feet of additional sidewalk width on the south side. The total cost for sidewalk improvements, including a 10% architect's fee will be about $48,000.

The total cost, therefore, for both parts of Phase one would be about $94,000.

It is recommended that this project be financed by a special assessment on the abutting property owners for one half of the total cost, with the other half being financed by the Town through its general revenues. In this way the property owners and their tenants, and the general residents of the Town would each bear an appropriate share of the cost of the total improvements.

Table 30: COST ESTIMATES FOR PHASE ONE, PART A: TYPICAL PEDESTRIAN ACTIVITY AREA

I. Costs Itemized Per Typical Pedestrian Activity Area

Item	Cost Calculation	Allowance Per Area	
	Sidewalk 20ft. x 55ft. = 1,100 sq.ft. Sidewalk Extension 200 sq.ft. 1,300 sq.ft 1,300 sq.ft. at $1.75/sq.ft. =	$2,275	
Curb	12ft. of curve curb and gutter at $4.75/ft. and 59ft. of straight curb and gutter at $4.25/ft.	310	
Seating	35 linear ft. at $50/ft.	1,750	
Trees	2in. to 4in. caliper with 5 to 6ft. of clean trunk at $150 each	300	
Waste Recepticles	Two at $50 each	100	
Bicycle Storage Bars	Twelve at $12 each installed in curb	144	
Lighting	Nine luminaires at $125 each average	1,125	
Bollards	Eight pipe and/or concrete at $40 each	320	
Landscaping	General, not including trees	500	
Demolition	Existing walk and curb	500	
	SUBTOTAL/area		$7,324

Table 30: COST ESTIMATES FOR PHASE ONE, PART A (Cont'd)

II. Cost Distributed Items: Over Five Areas

Item	Cost Calculation			Allowance Per Area
Drinking Fountain	Three at $450 each	=	$1,350	$ 270
Kiosk	Two at $1,000 each	=	2,000	400
Relocation of Fire Hydrant	Two at $500 each	=	1,000	200
Maintenance of Existing Trees	Pruning and tree grates			200
Irrigation	1175ft. at $.50/ft.	=	588	
	Twenty sprinkler heads at $1.25 each		25	
	Two controls at $250 each		500	
			1,113	223
Telephone	Installed by phone company			---

SUBTOTAL/area	$1,093
SUBTOTAL/area from I.	7,342
TOTAL/area	$8,417 or $153 per running foot

III. Undistributed Costs

Item	Cost Calculation	Allowance for completed project
Brick Crosswalks	Two 8ft. x 46ft. at $1.75/sq.ft	$1,288
Crosswalk Lighting	Two crosswalks: 4 luminaires per crosswalk at $200 each	1,600
Crosswalk Islands	Two islands per crosswalk at $100 each	400
	SUBTOTAL - PART A	$3,288

Table 30: COST ESTIMATES FOR PHASE ONE, PART A (Cont'd)

IV. Calculation of Costs for Completed Project

Item	Cost Calculation		Allowance for Completed Project
If the Pedestrian Activity Areas average 50ft. each, the cost of all five areas would be:	250ft. x $153/ft. =		$38,250
			3, 288
SUBTOTAL - PART A		SUBTOTAL	$41,538
Architects' fees	10% x $41,538		4,154
		TOTAL COST - PHASE ONE, PART A	$45,692

Table 31: COST ESTIMATES FOR PHASE ONE, PART B: TYPICAL NEW SIDEWALK IMPROVEMENTS

I. Costs Itemized Per 100 Feet of Construction

Item	Cost Calculation	Allowance Per 100 Feet
Exposed aggregate or textured finish concrete	12ft. x 100ft. - 1,200 sq.ft. 1,200 sq.ft. x $1.50/sq.ft. =	$1,800
Brick	3ft. x 100ft. = 300sq.ft. 300sq.ft. x $1.75/sq,ft, =	525
Curb and Gutter	100ft. at $4.25/ft,	425
Demolition	Existing walk and curb	1,000
Removal	Existing parking meters & signs	150
	SUBTOTAL	$3,900

Table 31: COST ESTIMATES FOR PHASE ONE PART B (Cont'd)

II. Cost Distributed Items: Over 925 Total Feet

Item	Cost Calculation		Allowance Per 100 Feet
Tree grates	Fifteen at $100/grate		$ 162
Tree Maintenance	Fifteen trees at $30/tree		49
		SUBTOTAL	$ 211
		SUBTOTAL from I.	3,900
		TOTAL/100 ft.	$4,111 or $41 per foot

III. Calculation of Costs for Completed Project

Item	Cost Calculation		Allowance for Completed Project	
Sidewalk required on north side between Columbia St. and Post Office	600ft.* x $41/ft. =		$24,000	
Sidewalk required on south side between Carolina Theater and Varley's	350ft.ǂ x $56/ft.°° =		19,600	
		SUBTOTAL		$44,200
Architects' fees	10% x $44,200			4,420
		TOTAL FOR PHASE ONE PART B		$48,620

*600ft. = 750ft. of sidewalk minus 150ft. of Pedestrian Activity Areas in Phase One, Part A.
ǂ350ft.= 450ft. of sidewalk minus 100ft. of Pedestrian Activity Areas in Phase One, Part A.
°°$56/ft. = $41/ft. plus $15/ft. for extra 10ft. of width of sidewalk on south side of street.

Source: Bair, Abernathy and Associates

Post Office Renovation

The exact mix of uses which will eventually find a home in the Post Office is still subject to decision after community debate. Therefore, it is not possible to make a specific cost estimate and allocation. However, it seems reasonable to suggest that renovation could cost about $10 per square foot, of a total of $140,000. The sources of the funds will naturally be related to the uses to be made of the building, but some sources can be identified - such as the funds, in the amount of $50,000, which are in the community bus system budget for a central transfer station. At least a portion of these could be used to make modifications in the Post Office for such a use. In addition, if some of the space were to be used by the Merchants' Association, the U.S. Postal Service, or the Development Corporation, the cost of necessary alterations would be recouped through rental income. Where the Town makes use of the structure, it would pay for the changes out of general revenues.

Parking Lots

The Town of Chapel Hill presently has about $155,000 in authorized bonding capacity which would be available for the acquisition and development of off-street parking. This borrowing authority is for revenue bonds to be redeemed by income from the lots. It is recommended that these funds be used to acquire Phase I of the West Franklin Street lot, (Fig.12, p. 57) so that the western portion of the CBD could have its first publicly owned off-street lot.

In light of the declining income trend for parking, it would be more prudent on the part of the Town to consider holding a bond election to authorize the use of general obligation bonds to finance the acquisition and development of the balance of the West Franklin lot and the other two new parking lots which have been recommended. It would still be possible to use the revenues from the lots and the on-street meters to defray debt service on the bonds, but the fact that they were backed by the full faith and credit of the Town should allow them to be sold for a lower net interest rate and for a longer average term.

It is estimated that a minimum of $850,000 would be necessary to acquire and develop the three lots. This figure is well within the legal bonding capacity of the Town of Chapel Hill.

It might well be necessary to consider alternatives to the meter revenues to finance the construction of these new parking spaces. The use of benefit assessments would certainly be one practical means and would come close to approximating the way that shopping centers finance their "free" parking, which is not free at all, but is paid for through rent by the merchants, who recover their cost through the prices they charge for their goods.

Development of Town-owned Parking Lots

The method of dealing with the development of the Town-owned parking lots on Rosemary Street into a multiple-use complex was

discussed earlier, but it is so important it should be reviewed here.

It is recommended that a request for proposals, in accordance with approved standards and specifications, be solicited from private developers for the construction of a complex of apartments, offices and shops above the Town parking lots on Rosemary Street. The Town of Chapel Hill would undertake to build two levels of parking and a plaza level as part of the project and would finance the construction by long term bonds which would be retired by income from the successful developer. In this way, the cost of the parking and the plaza would be financed by income from the project but over a longer term and at lower interest than would be available to a private developer. This procedure is necessary to hold the total costs of the development within tolerable limits.

SUMMARY

It is proposed that:

1. The various interests in Central Chapel Hill form a non-profit Development Corporation to perform a variety of functions in assuring the future economic, cultural and social vibrancy of Central Chapel Hill.

2. In initial improvement be made along Franklin Street to upgrade pedestrian amenity and safety.

3. The Post Office be converted into a multiple purpose public center.

4. Three new parking lots be acquired and developed, starting with Phase I of the West Franklin Street lot.

5. The Town-owned parking lots on Rosemary Street be developed into a multi-use complex of parking, public open space, shops, offices and apartments.

APPENDIX

SPECIAL PUBLIC INTEREST DISTRICTS
Chapel Hill, North Carolina

Introduction

The present ordinance structure is so disorganized that it is difficult to fit in new material at a logical location. To avoid extensive reorganization and renumbering at this stage, and to get material in such shape that it can be fitted in without difficulty in a general overhaul, it is proposed to insert a new section, as 4.1, following present section 4, Special Use Permits.

The first part of the new 4.1 SPI: Special Public Interest Districts is in the form of locally developed "enabling legislaion", providing procedures and general requirements applicable to particular SPI districts to be created later. It is assumed that the SPI device may be used for a variety of purposes beyond those immediately envisioned, so considerable flexibility has been built in.

Section 4.1 SPI: Special Public Interest Districts

A. General Regulations

1. Intent

It is the intent of these regulations to permit creation of SPI: Special Public Interest districts (a) in general areas officially designated as having special and substantial public interest in protection of existing or proposed character, or of principal views of, from, or through the area; (b) surrounding individual buildings or grounds where there is special and substantial public interest in protecting such buildings and their visual environment; and (c) in other cases where special and substantial public interest requires modification of existing zoning regulations, or repeal and replacement of such regulations, for the accomplishment of the special public purposes for which the district was established. It is further intended that such districts and the regulations established therein shall promote the objectives set forth in the General Development Plan as it may from time to time be amended, and of other officially adopted plans of the Town in accordance therewith, and to encourage land use and development in substantial accordance with the physical design set forth therein.

2. Effect of SPI District Designation

Such SPI districts may either supplant districts or portions of districts existing at the time of the creation of the SPI districts, or may have the effect of modifying the requirements, regulations and procedures applying in the existing districts or districts hereafter created and remaining after SPI districts are superimposed, to the extent specified in the particular SPI amendment.

3. Preparation of Applications and Recommendations for SPI Zoning

Applications for SPI zoning shall be prepared only by the Planning Board on its own initiative or at the direction of the Board of Aldermen. Each application shall identify the proposed zoning by the SPI prefix and a number identifying the particular district, for example SPI-1, and shall contain information and recommendations as indicated below concerning the areas, buildings and/or premises proposed for such regulation.

a. Statement of Intent

The application shall include a statement of intent, specifying the nature of the special and substantial public interest involved and the objectives to be promoted by special regulations and procedures, within the district as a whole or within subareas within the district, if division into such subareas is reasonably necessary for achievement of regulatory purposes.

b. Proposed District Boundaries

The application shall include a map or maps indicating:

1) The Boundaries of the SPI district and boundaries of any subareas established within the district for purposes of SPI regulations.

2) The zoning designations of all portions of the underlying districts which will remain after SPI zoning is superimposed, and the general regulations of which will be affected by the superimposed SPI zoning. Where it is proposed to change the boundaries or zoning designation the map shall indicate the nature and location of such change.

3) The location and zoning designation of districts or portions of districts, if any to be supplanted by SPI zoning.

c. Proposed Regulations

The application shall include recommended regulations designed to promote the special purposes of the district, as set forth in the statement of intent. In particular, such regulations may require sumbission of detailed site plans, building plans and elevations, and maps or plans indicating the relation of proposed development to surrounding or otherwise affected property in terms of location, amount, character and continuity of open space; protection of desirable principal views; convenience of access through and between buildings or in other locations where appropriate for public purposes and where such access will reduce pedestrian congestion on public streets; separation of pedestrian and vehicular traffic; signs, lighting, mixture of proposed uses, and other matters as appropriate to determinations related to the special public interest of the district and the objectives to be promoted.

The regulations may require special approval of such plans by the Planning Department, the Community Appearance Commission, the Planning Board, Board of Aldermen, or other officials or agencies

of the Town, generally within the SPI district or in designated portions of the district, and generally for all development or for specified classes of development.

Where such special approval is required, no building permit or certificate of occupancy shall be issued until after written approval or shall development proceed other than in accord with approved plans.

4. Actions by Planning Board, Board of Aldermen, on SPI Amendments

On SPI zoning amendments, actions by the Planning Board and the Board of Aldermen shall be as provided in Section 11, provided however that, if the Board of Aldermen makes substantial changes in recommendations of the Planning Board as to provisions of proposed amendments, the matter shall be referred to the Planning Board for its further consideration before final action is taken by the Board of Aldermen, and further provided that preparation of recommendations for SPI zoning amendments shall be only by the Planning Board, on its own initiative or by direction of the Board of Aldermen, as provided in Section 4.1-A-3 above.

(Note: Section 11 should provide generally for referrals to the Planning Board in cases where the Board of Aldermen make substantial changes. It does not, and until general language to this effect is inserted, the simplest step seems to be to cover this for SPI districts, at least. On initiation only by the Planning Board, or by direction of the Board of Aldermen, the purpose is to avoid initiation by petition of private citizens in this class of cases. If the proposal for SPI treatment has merit, either of the Boards would probably go ahead with it. But there may be pressures for undesirable use of the SPI technique, and much wasted time and effort can be avoided if the procedures indicated are used on initiations. Moreover, the form of the petition and accompanying documents is not well adapted for the purposes of SPI amendments.

(Transfer of development rights may be vital to the purposes of the CBD SPI district and may be important in other districts. In the core, the transfer of development rights technique may be helpful in exchanges between private owners and the Town on percent of the lot which may be occupied, maintenance of an open space system, parking and loading facilities, density transfers, and perhaps use of air rights. It does not seem likely to affect height limitations in the core, but might well do so elsewhere, for example helping to encourage spacing of residential towers in outlying areas with relatively high requirements on lot area per dwelling unit.

(There is a question here about placement in the ordinance. Transfer might be allowed generally in all districts or limited to SPI districts. In the former case, it should be handled as a special use permit issued by the Board of Aldermen, in the later as part of the SPI general regulations.

(Assuming that the Board of Aldermen will find merit in general application, the language below is framed for inclusion in Section 4-D, rather than in 4.1

(4-D-24. Transfer of Development Rights

a. Approved by: Special Use Permits for Transfer of Development Rights shall be approved by the Board of Aldermen.

b. Intent: It is the intent of this ordinance to permit the use of contiguous lots in separate ownerships, whether such lots be directly adjoining or separated by an alley or pedestrian way [but not separated by a street], to be used as a parcel in single ownership, under these limitations:

1) The lots shall be so related to each other as to make the transfer logical in terms of the functions performed.
2) Development shall not alter the effect of the regulations applicable to the area under agreement, considered as a whole.
3) At the edges of such area, the relation to adjoining property shall be the same as where regulation is applied on a lot-by-lot basis.

c. Application: The application for a Special Use Permit for Transfer of Development Rights shall include:

1) A plan, demonstrating that the development as a whole conforms to the regulations for the district in such a way that light, air, view, privacy, access, density, floor area, height, bulk, off-street parking and loading requirements, protection of the character of the district, and other purposes and objectives of public control are staisfied to an equivalent or higher degree than if the lots involved were regulated on an individual basis. The plan shall also demonstrate that the effect on adjoining lots will be the same, or that adverse effects will be less than if lot-by-lot regulations controlled.
2) The application shall include an agreement binding the applicants and their successors in title, individually and collectively, to maintain the pattern and form of development proposed in such a way as to conform with applicable regulations. The right to enforce such agreement shall be granted to the Town.

d. Findings Required: No such permit shall be granted except upon findings by the Board of Aldermen that the area involved is logical in relation to the form of development proposed; that the proposed development as a whole conforms to the intent and requirements set forth above and in general provisions set forth in Sections 4-A and C, and that the proposed agreement has the approval of the Town Attorney, and of other affected officials and agencies of the Town; and that the plan and agreement assure future protection of the public interest and achievement of public objectives to the same or a higher degree than would application of regulations to the individual properties involved in the transfer.

e. Recording: Notation concerning the transfer of development rights shall be made on the zoning map. A copy of the plan and agreement shall be filed in the office of the Building Inspector for future guidance in administration and as a public record. The plan and agreement shall be recorded with the appropriate County Register of Deeds.

(Some provision should be made for cases in which the design solutions or other aspects of a proposal (a) fit the intent, but not the letter of the ordinance, or (b) fit the letter, but not the intent. It seems likely that courts would go along with the first, but might raise eyebrows about the second. In what follows, both have been attempted.

(In principle, at least the first provision should have general application. As a practical matter, since it is proposed to try for both, language below restricts application to SPI districts, and further, to SPI districts in which plans for individual developments require approval by the Board of Aldermen. The full section identification is Section 4.1-A-5.)

5. Variations from General SPI Regulations

a. Where Strict Application may be Waived

As part of general action where plans require special approval by the Board of Aldermen, the Board may authorize specific variations from regulations generally applying in the SPI district in which such special approval is required, upon making findings:

1) That a plan proposed by an applicant, while not strictly in accord with general regulations, meets public purposes and provides public protection to an equivalent or greater degree; or

2) That in the particular circumstances of the case, strict application of a regulation or regulations is not necessary for the accomplishment of public purposes or in the provision of public protection, at the time or in the future. No such variation shall increase the population density or the maximum floor area generally permitted in the district.

b. Where Increased Requirements may be Established

As part of general action where plans require special approval by the Board of Aldermen, or upon recommendation of the Community Appearance Commission and the Planning Board, or other officials or agencies of the Town charged with approval responsibilities under SPI procedures, the Board of Alderman may require specific variations from regulations or requirements applying generally in such districts upon making findings in a particular area within the district:

1) Are necessary to achieve the public purposes set forth for the district, or for public protection or protection of the environs of particular buildings and premises of special and substantial public interest; or

2) Are required to ease transition from one district to another.

Such variations may require relocation or increase in yards or other open space, reduction in height, added limitations on use or on signs or lighting, limitation on times of use or operation, and increased buffering or screening, among other things.

c. Recording

Notation concerning the existence of such variation shall be made on the zoning map, and records concerning the specific nature of such variaitons shall be maintained in the office of the Building Inspector for future guidance in administration and as a public record. Where appropriate to the circumstances of the case, the variation shall

be recorded by the Town with the appropriate County Register of Deeds.

(Note: The use of the term variation is intended to distinguish this class of action from variances, which are firmly tied to the Board of Adjustment and to practical difficulties or unnecessary hardship. In the first class of cases above, there should be no need to demonstrate either if the solution is an improvement over what could be done under strict application. In the second, there is no parallel in variance proceedings.

(If this approach does not seem feasible under the climate of North Carolina law, it would be possible to fall back, for the first class of cases, on the special use permit by the Board of Aldermen, either applying it generally or as limited to SPI districts. As to increasing requirements, this might be done effectively [unless there is legal challenge] by withholding approval unless the applicant agrees to comply.

(In SPI districts, and perhaps later generally, it is suggested that the floor area ratio [FAR] device be used as supplemental control in regulating bulk of buildings and land use intensity [or population density]. In combination with yard requirements, height limits and maximum coverage of lots by all buildings, some or all of which may be used in the various SPI districts, the floor area control provides a useful means for controlling building configuration.)

6. Definition of Floor Area: Floor Area Ratio, Exclusions from Floor Area Limitations

a. Floor Area Ratio

Floor area shall be computed as provided in the Building Code. The floor area ratio is an expression of floor area in relation to lot area. When applied in SPI regulations, the floor area ratio times the lot area determines maximum square feet of floor area permitted, subject to the following exclusions and interpretations:

b. Exclusions from Floor Area Limitations

1) Floor Area in basements or cellars, as defined in the Building Code, shall be excluded from maximum floor area limitations established in SPI districts.

2) Floor area in malls, arcades and the like, passing through buildings and providing general pedestrian access to other properties in the same or adjacent districts, or to multiple occupancies in the same building and at the same level, may be excluded from such limitations if the approving authority finds that such accessways form part of a logical general system in the area.

3) Vertical internal spaces more than one story high shall have floor area computed only for the base.

7. Inclusion of Air Rights in Lot Area Base for Floor Area Limitations

Where air rights over public lands are involved in computations of floor area limitations, the horizontal area of such air rights at their most extensive point shall be construed to be lot area and, if used in conjunction with private land in the same ownership with the air rights and adjacent thereto, shall be added to the area of such private lands as part of the lot area base.

8. Pedestrian Open Space

The term pedestrian open space shall be construed to mean walkways, plazas, and the like designed, improved and maintained for use by the public. Such space shall not be open to vehicular use except for public transit servicing and maintenance. Its area shall be computed to include related landscaping.

Pedestrian open space need not be at ground level, and may include pedestrian ways which are sheltered by independent roofs or by projections from or of buildings above them.

Where feasible, pedestrian open space shall be so oriented, proportioned and improved as to serve as part of a coordinated general pedestrian public system connecting principal origins and destination and supplementing public sidewalks along streets.

9. Spacing between Buildings

Spacing between buildings and portions of buildings shall be a minimum of the combined requirements for affected individual walls of the buildings involved, and shall govern spacings of buildings or portions thereof on the same or adjoining properties. Space between buildings or portions of buildings shall be measured in horizontal plane at right angles to the face involved (or radially in the case of curved surfaces).

Such distance as is not otherwise provided by public streets or other permanent open spaces shall be provided on the individual lots, except that, if owners of adjacent or abutting property agree, through transfer of development rights as provided at Section 4-D-26, to an arrangement of buildings on their respective lots which accomplishes the same or greater separation as would have been provided by the required space on the individual lots, and shall construct and maintain such buildings and spacing in accordance with such agreement, the purposes of these requirements for building separation shall be considered to have been met.

Nothing herein contained shall be deemed to prohibit the connection of buildings or portions of buildinng by covered malls or covered, enclosed or unenclosed walkways, at or above ground level.

Where portions of buildings are at different elevations, required spacing shall be as required by the wall of the building nearest the lot line, or building site where two or more buildings are constructed on one lot, except where spacing required for portions farther from the lot line, or building site line, is greater, in which case the distance so established shall be the required spacing distance for the higher portion. In such cases, lower portions of buildings may extend into areas required for lot line or site line clearance by upper portions, but such lower portions shall provide the clearance required by them.

(Note: The detailed provisions in 6-9 should probably apply generally in any overhaul of the ordinance, but are included here as ground rules for SPI districts only.

(The next section, fully identified, is Section 4.1-B, applying to the core of the present CBD.)

B. SPI-1: Central Business District

1. Intent

The Central Business District is of special and substantial public interest as the historic town center, rich in tradition and charm, but threatened by changes

in function and by growth pressures in the area which it serves. It is the intent of these regulations to preserve and enhance the best elements of this traditional village center character by architectural and other controls, to protect against destruction of or undesirable encroachments upon the area, to encourage uses which will lead to its continuance, conservation and improvement in a manner appropriate to the preservation of this unique cultural and historic heritage of the town, to prevent creation of environmental influences adverse to such purposes, and to assure that new structures and uses within the district will be in keeping with the character to be preserved and enhanced.

In recognition of the changing function of the district and its growing dependence on and orientation to the University of North Carolina, it is also intended that the district shall maintain and increase its traditional social function as an informal gathering place. To this end, and to increase economic viability of commercial and service enterprises, it is intended that pedestrian convenience, safety and comfort shall be maximized and adverse effects of automotive traffic strictly controlled. It is further intended that those uses be encouraged which extend activity into the evening hours, beyond the normal business day, and to this end these regulations promote dwelling and lodging uses which increase population within the district, subject to limitations as to location, designed to prevent interruption of commerical and service frontages at the level of pedestrian ways.

In view of the desired character of the district, it is intended that adverse influences such as excessive signs, inappropriate lighting and open storage shall be prohibited.

2. Map Amendment: Effect of SPI-1 Designation

The boundaries of the SPI-1 Central Business District are indicated on the attached map, (Figure 19) and shall be shown as indicated therein on the official zoning map. Within such boundaries, SPI-1 zoning regulations, as set forth herein, shall supplant previously exising regulations.

3. Permissible and Prohibited Principal Uses: Considerations

In the SPI-1 district the following principal uses, with customary accessory uses, may be permitted, if the Town Board, in special approval proceedings as required herein, finds that the use, as proposed to be located and operated, would contribute to the purposes set forth in Section 4.1-B-1, Intent.

a. Uses permissible in buildings shall be as follows:

1) Banks; savings and loan institutions.

2) Churches; clubs and lodges.

3) Eating and drinking establishments.

4) Offices, including governmental.

5) Retail stores.

6) Service establishments, including personal and professional but excluding automotive or major appliance repair and automotive service stations.

7) Uses involving the making or processing of goods for sale primarily at retail and on the premises, including bakeries, delicatessens, and arts and crafts shops, provided that no such use (except in the case of food preparation) shall involve more than five persons in any one shift in such making or processing of goods on the premises, and that arts and crafts shops shall be limited to productions requiring special artistic

or skills of a handicraft nature, and shall not include mass manufacture of identical articles, or processes which because of operational characteristics would be inappropriate to the character of the district.

In general, it is intended that uses of the character indicated above shall be intensive in terms of employment per unit of floor area and/or in terms of attraction of persons to the CBD area, and that such uses shall be permitted at any floor level within the SPI-1 district.

In addition, located only behind such uses at the street floor level, or at other than the street floor level:

8) Dwellings and lodgings, provided that entries from the principal pedestrian frontage along Franklin Street shall not exceed eight feet in width.

b. Outdoor uses permissible on either public or private property shall be as follows:

1) Arts and crafts exhibits, including demonstrations and performances.

2) Restaurants.

3) Sales of flowers, objects of art or handicrafts, but not mass produced items.

Such uses shall be generally permissible in designated public or private areas within the district (subject to licensing or other requirements which may apply generally) or permanent permits established by the Town Board. No such use shall be so located or conducted as to create undue impediments to principal flows of pedestrian traffic.

c. In addition to uses excepted above, the following are not considered appropriate in this district:

1) Parking lots or parking garages or entrances thereto; driveways leading through Franklin Street frontage to parking or loading areas.

2) Billboards and poster panels erected by the ourdoor advertising industry for the conduct of the general outdoor advertising business.

3) Any use or location of use not in keeping with the intent concerning this district that it be pedestrian oriented and that pedestrian flows along the major frontage shall not be interrupted by uses with limited pedestrian attraction.

4. Certificates of Appropriateness Required

In the SPI-1, certificates of appropriateness from the Appearance Commission shall be required on all matters for which provision is made in Chapter 278, 1965 Session Laws, at Section 2(c), in accordance with the requirements and procedures set forth therein.

5. Floor Area Limitations

Total floor area on any lot shall not exceed 2.5 times lot area.

6. Maximum Height

Maximum height in the SPI-1 shall not exceed 37 feet.

7. Off-Street Parking

Regardless of other provisions of this ordinance, off-street parking shall not be permitted in the SPI-1

district. The required off-street parking shall either be provided in another district or a contribution made in lieu thereof, in accordance with Chapter 11A.

8. Signs

Not more than one sign, and not to exceed five square feet of sign surface area, shall be permanently erected or displayed outdoors for each five feet of property line adjacent to a public way. For purposes of this regulation, a sign maintained for over two weeks shall be considered to be permanently erected, and outdoor display shall be construed to include signs affixed to either the interior or exterior of glass if the principal purpose is display to adjacent public ways.

Section 4.1-
C. SPI-2: CBD Expansion District

1. Intent

Areas designated as SPI-2 are of special and substantial public interest because of their relationship to the SPI-1 district and the need to assure orderly future growth which will be harmonious with the appearance of the SPI-1 Central Business District, and will promote effective achievement of the functions it is intended to perform. Within the SPI-2 district, it is therefor intended to maintain the same desirable elements of architectural character and economic and social function as in SPI-1, to reduce adverse visual influences, to encourage forms of development and use related to pedestrian movement on adjacent public ways, and to promote elimination of present patterns and types of uses which are not conducive to a desirable relationship between pedestrian flow and commercial and service activities.

To preserve the dominance of the present SPI-1 district, it is intended that land use intensity in the SPI-2 district, as reflected in maximum permitted floor areas, shall be less than in the SPI-1 district.

2. Map Amendment: Effect of SPI-2 Designation

The boundaries of the SPI-2 Expansion District are indicated on the attached map, (Figure 19) and shall be shown as indicated therein on the official zoning map. Within such boundaries. SPI-2 zoning regulations, as set forth herein, shall supplant previously existing regulations.

3. Permissible Principal Uses: Considerations

The same provisions shall apply as set forth for SPI-1, and in addition, entries to dwellings and lodgings from principal pedestrian frontage along North Columbia Street shall be limited in the same manner as provided at Section 4.1-B-3-a)-8).

4. Certificates of Appropriateness Required

The same provisions shall apply as set forth for SPI-1.

5. Floor Area Limitations

Total floor area on any lot shall not exceed 2.0 times lot area.

6. Yards

No yards are required in this district, but if provided adjacent to public pedestrian ways, such yards shall be improved for general pedestrian use.

(Note: The purpose of this provision is to assure that if a yard is provided next to a sidewalk or interior walkway, it supplements the pedestrian way as a walkway or gathering place, rather than being a "dead" area.)

7. Maximum Height

Maximum height shall not exceed 37 feet.

8. Off-Street Parking

Regardless of other provisions of this ordinance, off-street parking shall not be permitted in this district. The required off-street parking shall be supplied in another district or a contribution in lieu thereof shall be made in accordance with Chapter 11A.

9. Signs

The same provisions shall apply as set forth for SPI-1.

D. SPI-3: CBD Support District

1. Intent

This district is of special and substantial public interest because of its proximity to the SPI-1 and SPI-2 districts, the need to provide housing at relatively high densities close to these districts and to the University, and the need for location of facilities and functions which would not be appropriate directly within the SPI-1 or SPI-2 districts, but are desirable in close proximity to provide necessary support for thses districts.

In view of the character and location of the SPI-3 districts, it is intended that development within them shall be at a lesser intensity than in the case of SPI-1 or SPI-2 districts, and shall include a greater proportion of open space. In view of the desirability of open space here, and the lack of traditional constraints which led to strict limitations on height in SPI-1 and SPI-2, it is intended to permit somewhat greater heights in SPI-3. Provision of off-street parking is encouraged within this district both to provide for uses within the district, and to provide supporting parking for the SPI-1 and SPI-2 districts, but such parking shall be so located and screened, and shall have such access, as to minimize adverse effects within the district and in adjoining districts.

2. Map Amendment: Effect of SPI-3 Designation

The boundaries of the SPI-3: CBD Support District are indicated on the attached map, (Figure 19) and shall be shown as indicated therein on the official zoning map. Within such boundaries, SPI-3 zoning regulations as set forth herein, shall supplant previously existing regulations.

3. Permitted Principal Uses

The following principal uses shall be permitted, together with customary accessory uses, subject to the limitations and requirements set forth in these regulations:

a. Banks; savings and loan institutions, but not with drive-in facilities.

b. Churches; clubs and lodges.

c. Dwellings; attached or multifamily only, located only behind or above other uses at the street floor level, or with a 25 foot yard adjacent to any street.

d. Eating and drinking establishments, other than drive-in.

e. Hotels; motels; boarding houses; rooming houses.

f. Retail establishments, except those dealing in automobiles, trucks, trailers, recreational vehicles, mobile homes or heavy equipment.

g. Service establishments, including personal, professional and business, but excluding repair garages and service stations.

h. Offices, studios, clinics, laboratories.

i. Uses involving the making or processing of goods for sale primarily at retail and on the

premises, including bakeries, delicatessens, and arts and craft shops, provided that arts and craft shops shall be limited to production requiring special artistic skills or skills of a handicraft nature, and shall not include mass manufacture of identical articles, or processes which because of operational characteristics would be inappropriate to the character of the district.

j. Structures and uses involved in operation of a public utility or governmental function except where outdoor storage of material or equipment used in such operation is a primary purpose, or occupies more than 10% of the premises.

In addition, parking lots and parking garages shall be permitted within the district, but only on approval of design, improvements and access by the Appearance Commission and on approval of buffering and screening by the Planning Department where such facilities adjoin residential districts.

4. Floor Area Limitations

Total floor area on any lot shall not exceed 1.25 times lot area. In this district, in addition to exclusions from floor area limitations set forth at Section 4.1-A-6, floor area devoted to parking shall also be excluded.

5. Maximum Lot Coverage by All Buildings

Escept in the case of parking structures not over two stories high, maximum lot coverage by all buildings shall not exceed 50%.

6. Visibility Triangles

At intersections of streets, driveways or alleys, or of pedestrian ways with streets, driveways or alleys, visibility triangles shall be provided and maintained free of obstruction to vision between heights of 2 1/2 feet and 8 feet. For purposes of this regulation, an obstruction to vision shall be construed as any obstruction capable of concealing an adult pedestrian. Such triangles shall be constructed as running from the intersecting driving surfaces of streets, driveways or alleys (or walking surface of pedestrian ways), projected if rounded, along the edges of such surfaces from their point of intersection for a distance of 25 feet, with the points thus established joined by a straight line.

7. Building Spacing

Spacing between buildings and portions of buildings shall be provided in as in Section 4.1-A-9. In particular, buildings on the same or adjoining properties may be built to common walls. When not so constructed, minimum separation cumulating from each wall shall be as follows:

a. Solid walls containing no openings (except as required for fire protection); parking garage decks or roofs (except when adjoining property line at five feet above ground level or less, in which case no separation is required): three feet.

b. Buildings or portions of buildings containing dwelling or lodging units shall be spaced as provided in Minimum Property Standards for Multi-Housing, (FHA #2600) provided that any living room or bedroom window in any dwelling or lodging unit at or below the second story above the level of an adjacent street with right of way width exceeding 30 feet shall be a minimum of 25 feet from the right of way line, as measured horizontally from its vertical projection.

c. Other walls: To 15 feet above ground level, five feet; 15-40 feet, 10 feet; over 40 feet, 15 feet.

8. Maximum Height

Maximum height shall not exceed 80 feet, provided that where this district adjoins or is near any R district, additional height limitations shall apply as follows: No portion of any building (with the exceptions as indicated in Note G to the Table of District Regulations) shall protrude through a height-limiting plane beginning 37 feet above the R district at an inclination representing one foot of increase in height for each three feet of horizontal distance, as measured perpendicular to the boundary.

(Note: The 80 foot height limitation would allow a six story apartment above parking decks on Rosemary Street. If a lower limit were set and development similar to that considered desirable on Rosemary were to be allowed, it would be necessary to become involved in complicated exceptions when property is substantially below the level of adjoining lots, or when there is construction in air rights.

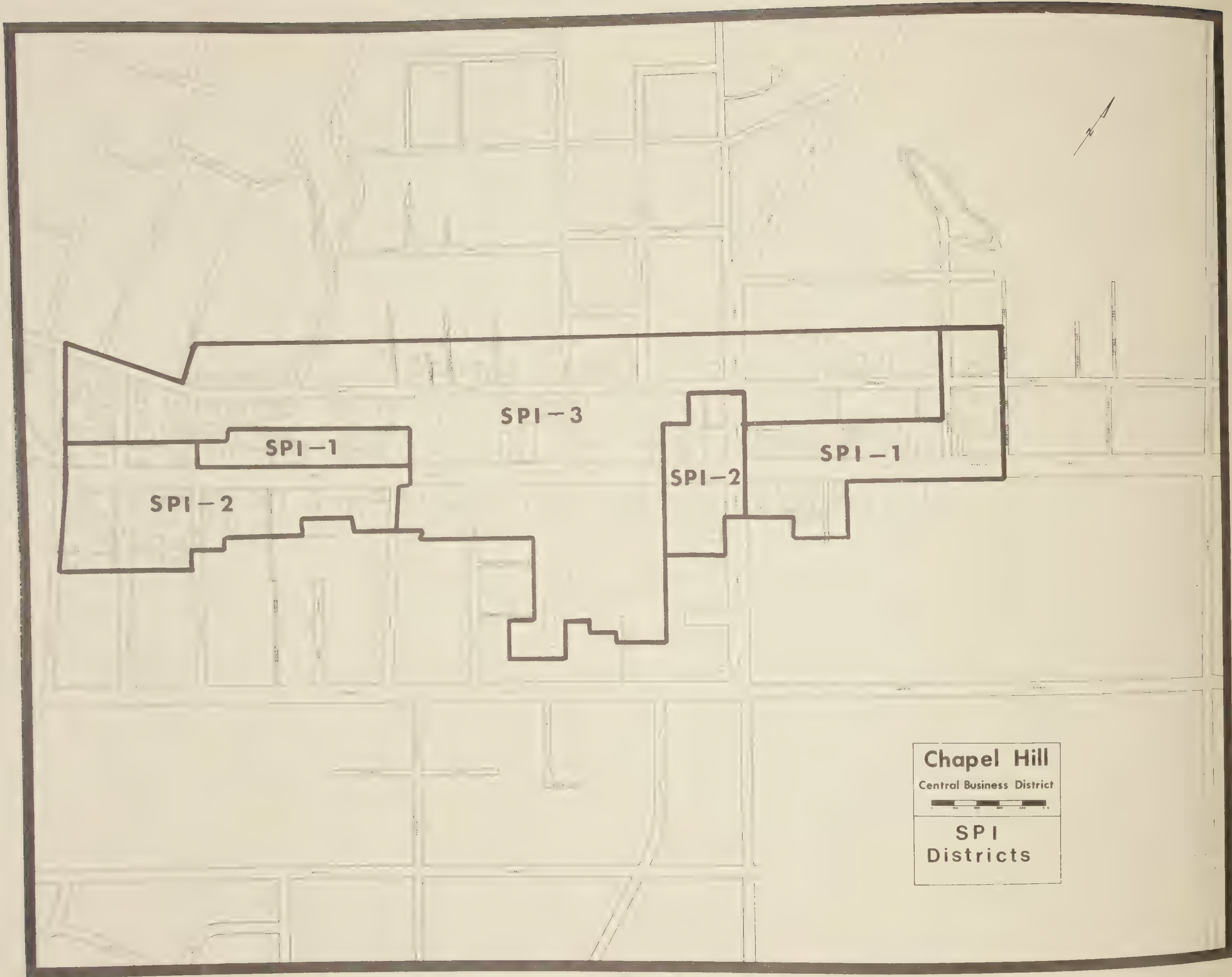
(Usable open space defined on page 131 of the current edition of zoning regulations, is required at 400 feet per unit for mulitfamily dwellings. This is close enough to the FHA 0.4 livability space requirement so that at this stage it is probably not necessary to make special provision for SPI-3. If there is complete revision of the ordinance, the concept and requirements can be considerably improved. At present, the definition leaves something to be desired, particularly the portion dealing with a "drained, structurally safe structure.")

9. Off-Street Parking

Off-street parking shall be provided as required in Section 6-B-1 of the Ordinance Code.

10. Signs

Not more than one sign, and not to exceed 10 square feet of sign surface area, shall be permanently erected or displayed outdoors for each five feet of property line adjacent to a public way. For purposes of this regulation, a sign maintained for over two weeks shall be considered to be permanently erected, and outdoor signs shall be construed to include signs affixed to either the interior or exterior of glass if the principal purpose is display to adjacent public ways.



SPI — 3
SPI — 1
SPI — 2
SPI — 1
SPI — 2
Chapel Hill
Central Business District
SPI
Districts

Figure 19

Town of Chapel Hill

Maryl Levine
Neal Evans
Arthur Berger
Van Opdenbrow

Hammer, Greene, Siler Associates
Washington, D.C.

Vernon George
Lee Sammons

Bair, Abernathy and Associates
Auburndale, Florida

Frederick H. Bair, Jr.
Dan W. Abernathy
Fred Kellam

University of North Carolina at Chapel Hill
Department of City and Regional Planning

Professor Sidney Cohn
John Edwards
Chris Olney
Sherman Robinson
Gary Wood

Robert M. Leary and Associates
Raleigh, North Carolina

Robert M. Leary
Helen F.M. Leary
Charles Tessier
William Stallings